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A TREATISE
ON THE LAW OF
MUNICIPAL CORPORATIONS

By EUGENE McQUILLIN
AUTHOR OF MUNICIPAL ORDINANCES, AND
JUDGE OF THE EIGHTH JUDICIAL
CIRCUIT, MISSOURI

IN SIX VOLUMES

VOL. VI

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TABLE OF CONTENTS

VOLUME VI.

CHAPTER 53.

Secs.	Pages
2604-2718. Municipal liability for torts	5374-5583

CHAPTER 54.

2719-2855. Municipal liability for defective streets..	5584-5776
--	-----------

General Table of Contents	vii
Table of Cases	5777
Index	6185

GENERAL TABLE OF CONTENTS

VOLUME I.

Secs.		Pages
	CHAPTER 1.	
1-100.	The rise and progress of municipal institutions, the government of modern cities, complex character of municipal administration and suggestions for improvement	1-241
	CHAPTER 2.	
101-119.	The nature and kinds of municipal corporations	242-291
	CHAPTER 3.	
120-163.	Creation and classification of municipal corporations	292-372
	CHAPTER 4.	
164-247.	Legislative control of municipal corporations	373-564
	CHAPTER 5.	
248-254.	Corporate name	565-576
	CHAPTER 6.	
255-258.	Corporate seal	577-583
	CHAPTER 7.	
259-297.	Corporate boundaries	584-673
	CHAPTER 8.	
298-317.	Dissolution and reorganization of municipal corporations	674-716
	CHAPTER 9.	
318-349.	The municipal charter	717-775
	CHAPTER 10.	
350-389.	The nature, construction and exercise of general corporate powers	776-861

Secs.		Pages
	CHAPTER 11.	
390-410.	Nature, construction and exercise of special or particular and miscellaneous municipal powers	862-906
	VOLUME II.	
	CHAPTER 12.	
411-572.	Municipal elections, offices and officers, employees and agents and municipal departments	907-1259
	CHAPTER 13.	
573-616.	Meetings and proceedings of council or governing legislative body	1260-1356
	CHAPTER 14.	
617-631.	Municipal records	1357-1388
	CHAPTER 15.	
632-669.	General nature and requisites of valid municipal ordinances	1389-1455
	CHAPTER 16.	
670-709.	The enactment of ordinances	1456-1542
	CHAPTER 17.	
710-723.	Penalties of municipal ordinances.....	1543-1569
	CHAPTER 18.	
724-739.	Reasonableness of ordinances, and herein ordinances in restraint of trade	1570-1606
	CHAPTER 19.	
740-793.	Constitutionality of ordinances	1607-1702
	CHAPTER 20.	
794-820.	Consideration of validity of municipal ordinances, and herein procedure to test and rules of construction	1703-1757
	CHAPTER 21.	
821-846.	Amendment and repeal of ordinances, and herein of municipal charters	1758-1809

GENERAL TABLE OF CONTENTS.

IX

Secs.		Pages
	CHAPTER 22.	
847-857.	Pleading ordinances in civil proceedings...	1810-1825
	CHAPTER 23.	
858-874.	Evidence of ordinances	1826-1856
	CHAPTER 24.	
875-888.	Municipal control of offenses against state.	1857-1877
	VOLUME III.	
	CHAPTER 25.	
889-985.	Municipal police powers and ordinances relating thereto	1879-2187
	CHAPTER 26.	
986-1028.	License tax and ordinances relating thereto	2188-2283
	CHAPTER 27.	
1029-1101.	Actions to enforce police ordinances....	2284-2452
	CHAPTER 28.	
1102-1162.	Corporate property	2453-2558
	CHAPTER 29.	
1163-1277.	Contracts in general	2559-2777
	CHAPTER 30.	
1278-1420.	Streets and alleys	2778-3014
	VOLUME IV.	
	CHAPTER 31.	
1421-1451.	Sewers and drains	3015-3065
	CHAPTER 32.	
1452-1536.	Eminent domain	3066-3189
	CHAPTER 33.	
1537-1612.	Dedication	3190-3348
	CHAPTER 34.	
1713-1777.	Franchises; and herein public service com- panies and public utilities—water, light and transportation	3349-3788

6

Secs.		Pages
	CHAPTER 35.	
1778-1805.	Municipal ownership of public utilities..	3789-3868
	CHAPTER 36.	
1808-1815.	Municipal trading	3869-3880
	CHAPTER 37.	
1816-2016.	Public improvements	3881-4322
	VOLUME V.	
	CHAPTER 38.	
2017-2156.	Special taxation and local assessments..	4323-4570
	CHAPTER 39.	
2157-2192.	Financial powers in general	4571-4644
	CHAPTER 40.	
2193-2204.	Elections as to incurring of indebtedness or issuance of bonds	4645-4678
	CHAPTER 41.	
2205-2240.	Debt limit of municipalities	4679-4752
	CHAPTER 42.	
2241-2261.	Municipal warrants and like evidences of of indebtedness	4753-4780
	CHAPTER 43.	
2262-2357.	Municipal bonds	4781-4940
	CHAPTER 44.	
2358-2412.	Taxation by municipalities	4941-5043
	CHAPTER 45.	
2413-2432.	Fire and police departments.....	5044-5071
	CHAPTER 46.	
2433-2446.	Public education	5072-5088
	CHAPTER 47.	
2447-2463.	Charities and correction	5089-5118

Secs.		Pages
	CHAPTER 48.	
2464-2484.	Claims against municipal corporations...	5119-5156
	CHAPTER 49.	
2485-2524.	Actions by and against municipal corporations in general	5157-5233
	CHAPTER 50.	
2525-2538.	Quo warranto	5234-5259
	CHAPTER 51.	
2539-2573.	Mandamus	5260-5310
	CHAPTER 52.	
2574-2603.	Citizens and taxpayers' suits	5311-5373
	VOLUME VI.	
	CHAPTER 53.	
2604-2718.	Municipal liability for torts	5374-5583
	CHAPTER 54.	
2719-2855.	Municipal liability for defective streets...	5584-5776

General Table of Contents	vii
Table of Cases	5777
Index	6189

A TREATISE ON THE LAW OF
MUNICIPAL CORPORATIONS.
VOLUME 6.

CHAPTER 53.

MUNICIPAL LIABILITY FOR TORTS.

1. LIABILITY IN GENERAL.
2. GOVERNMENTAL VS. CORPORATE FUNCTIONS.
3. RESPONDEAT SUPERIOR.
4. LIABILITY FOR ACTS OF PARTICULAR OFFICER.
5. PROPERTY OWNED BY MUNICIPALITY.
6. SEWERS, DRAINS, WATERCOURSES AND SURFACE WATER.
7. NOTICE OF THE "ACCIDENT."

1. LIABILITY IN GENERAL.

- | | |
|--|---|
| Sec. | Sec. |
| 2604. Liability <i>ex delicto</i> recognized. | 2614. Actions "by" municipalities. |
| 2605. Liability of <i>quasi-municipal</i> corporations. | 2615. Same—action over by municipality. |
| 2606. Nature and cause of injury. | 2616. Negligence as basis of recovery. |
| 2607. Same—injury as necessary consequence of the act. | 2617. Liability as precluded by want of power to perform. |
| 2608. Same—nonfeasance. | 2618. Municipal liability for death. |
| 2609. Same—injuries to property resulting from negligence. | 2619. Who may sue. |
| 2610. Same—personal injuries resulting from "negligence." | 2620. Same—employees of municipality. |
| 2611. Same—trespass and conversion. | 2621. Personal liability of officers for torts. |
| 2612. Same—nuisance. | |
| 2613. Same—liability for conspiracy. | |

2. GOVERNMENTAL VS. CORPORATE FUNCTIONS.

Sec.

- 2622. Liability in regard to "corporate" duties.
- 2623. Liability in regard to "governmental" duties.
- 2624. Same—rule in admiralty.
- 2625. Governmental duties distinguished from corporate duties.
- 2626. Same—imposed duties not distinguished from those voluntarily assumed.
- 2627. Same—border line cases.
- 2628. Legislative, judicial and discretionary duties distinguished from ministerial duties.
- 2629. Same—judicial acts.
- 2630. Same—exercise of police power.
- 2631. Same—failure to pass or to enforce ordinances.
- 2632. Same—granting, refusing or revoking license.
- 2633. Defects in plan of construction.
- 2634. Construction or repair of public improvements or works.

Sec.

- 2635. Same—minority rule.
- 2636. Cleaning streets: dumping grounds.
- 2637. Ultra vires acts.
- 2638. Same—lawful act unlawfully done, distinguished.
- 2639. Same—wilful or malicious acts not necessarily ultra vires.
- 2640. Same—acts under, or enforcing, void ordinances.
- 2641. Nuisances, maintenance of and failure to abate.
- 2642. Jails, workhouses, and police stations.
- 2643. Fire stations, apparatus, etc.
- 2644. Collection of taxes or special assessments.
- 2645. Lighting streets.
- 2646. Infringement of patent.
- 2647. Exhibition by municipality.
- 2648. Destruction of property by municipalities.
- 2649. Same—statutes creating liability.
- 2650. Injuries by mobs and rioters.
- 2651. Same—what is a "mob" or "riot."

3. RESPONDEAT SUPERIOR.

Sec.

- 2652. Respondeat superior doctrine in general.
- 2653. Necessity for relationship of master and servant.
- 2654. Same—by whom appointed or paid immaterial.
- 2655. Same—duties directly imposed by statute on officer.
- 2656. Acts beyond scope of agents' authority.
- 2657. Same—ratification.

Sec.

- 2658. Independent boards as municipal agents.
- 2659. De facto officers.
- 2660. Licensees.
- 2661. City engineer.
- 2662. Independent contractors.
- 2663. Same—exceptions to rule of non-liability.
- 2664. Same—agreements with contractor as to liability.

4. LIABILITY FOR ACTS OF PARTICULAR OFFICERS.

- | | |
|---|---|
| <p>Sec.
2665. Duty as to employing "competent" servants.
2666. Police officers.
2667. Pound officers.
2668. Poorhouse officers.</p> | <p>Sec.
2669. Health officers.
2670. Bridge tenders.
2671. Officers of building department.</p> |
|---|---|

5. PROPERTY OWNED BY MUNICIPALITY.

- | | |
|---|---|
| <p>Sec.
2672. In general.
2673. Conducting business for profit.
2674. Municipal buildings.
2675. Same—schools.
2676. Public market places and buildings.
2677. Wharves, piers, etc.
2678. Parks.
2679. Quarry.
2680. Public ownership of water or light plant.
2681. Same—public wells.</p> | <p>Sec.
2682. Same—liability where inadequate supply of water to extinguish fire.
2683. Same—injuries in connection with hydrants.
2684. Same—liability for impure water.
2685. Ownership of railroads: subways.
2686. Ownership of ferry.
2687. Bathing beaches.
2688. Liability as owner of cemetery.</p> |
|---|---|

6. SEWERS, DRAINS, WATERCOURSES, AND SURFACE WATERS.

- | | |
|---|--|
| <p>Sec.
2689. In general.
2690. Sewers as to which liability exists.
2691. Duty to provide sewers and drains.
2692. Abandonment of sewer or drain.
2693. Liability for defective "plans."
2694. Same—liability for inadequate sewers or drains.
2695. Liability for negligence in construction or failure to repair.
2696. Same—notice of defects or obstructions.
2697. Nuisances.
2698. Same—liability for death or sickness.</p> | <p>Sec.
2699. Discharge of sewage upon private property.
2700. Same—surface water.
2701. Watercourses, liability in regard to.
2702. Same—public improvement obstructing watercourse.
2703. Same—culverts.
2704. Same—rights of riparian owners.
2705. Same—use of streams by sewers.
2706. Same—discharge of sewage into: polluting streams.
2707. Surface water.
2708. Same—liability for injuries from public improvements.</p> |
|---|--|

Sec.

2709. Same—liability under statute or constitutional provision.

2710. Same—liability in case of negligence.

Sec.

2711. Same—collecting surface water and casting it in body on private land.

7. NOTICE OF THE "ACCIDENT."

Sec.

2712. Scope of subdivision.

2713. Notice of defect distinguished from notice of accident.

2714. Statutory and charter provisions.

Sec.

2715. Same—object and purpose.

2716. Same—excuses for failure to give notice.

2717. Same—time for filing notice.

2718. Same—sufficiency of notice.

1. LIABILITY IN GENERAL.

§ 2604. Liability *ex delicto* recognized.

The liability of municipal corporations to actions *ex delicto* is recognized, but in view of the sharp conflict of the decisions, on certain features, this liability cannot always be stated with precision. Notwithstanding certain important principles relating to the subject are well settled, it is clear that the particular circumstances of each case as it arises must largely determine. In the present condition of this special branch of the law it seems the liability or non-liability rests not so much on principle as from the life and development of the law of municipal corporations, which in many respects is more or less complex and abstruse. It may also be noted that municipal corporations are generally created by statute, and "that in every case the liability of a body created by statute must be determined under a true interpretation of the statutes under which it is created."¹ There seems to have been no time when such corporations were wholly free from responsibility for torts by the common law.²

1. Mercey Dock Cases, quoted in a clear opinion in *Richmond v. Long's Adm'rs*, 17 Gratt. (Va.) 375, 94 Am. Dec. 461.

2. Jones, Negligence of Mun. Corp., § 18.

From a statement of the law made in the latter half of the

The questions generally involved at the present time, are whether the duty is a governmental or a corporate one, and whether the officer or agent is really a servant of the municipality. No recovery can be had, as a general rule, in the following cases:

1. Where the power or duty involved is a governmental as distinguished from a corporate power or duty.

2. Where the board or person whose alleged wrongful act is the basis of the cause of action, (a) is not the servant of the municipality, or (b) the act was beyond the scope of authority of such board or person and has not been ratified, or (c) the act, or the work in which the board or person was engaged, was not only beyond the scope of the authority of such person or board but was also beyond the power of the municipality itself, i. e., *ultra vires* in the strict sense of the term.

§ 2605. Liability of quasi-municipal corporations.

It is not within the scope of this work to consider in detail the law relating to *quasi-municipal* corporations such as counties, towns, school districts, etc. However, it is proper to state here that there is a distinction between municipal corporations and *quasi-municipal* cor-

seventeenth century by Chief Justice Vaughan of the English Court of Common Pleas, it appears that liability was recognized on account of injuries resulting from defective highways, as follows: "If a particular person or body corporate be to repair a certain highway or portion of it, or a bridge, and a man is endamaged, particularly by the foundrousness of the way, or decay of the bridge, he may have his action against the person or body corporate who ought to repair, for his damage, because he can bring his action against them; but where there is no person against

whom to bring his action it is as if a man be damaged by one that can not be known." A recent author points out that in 1774 a municipal corporation was held liable in damages for not keeping a creek in a condition for use; that in 1788 the duty to repair highways was acknowledged; and that in 1798 a Scotch case held the magistrates of the city of Edinburg liable for an injury to one falling into an excavation in a street because of the failure to keep the street in a safe condition for use. Jones, Neg. of Munic. Corp., § 18.

porations as to liability for torts, and that the general rule is that the latter are not liable for torts.³ So, gen-

3. *Hill v. Boston*, 122 Mass. 344, 351, 23 Am. Rep. 332.

Counties, liability of for torts, see *El Paso County v. Bish*, 18 Colo. 474, 33 Pac. 184; *Lefrois v. Monroe County*, 162 N. Y. 563, 57 N. E. 185, 50 L. R. A. 206, rev'g 48 N. Y. S. 519, 24 App. Div. 421, 426, farm used to supply almshouse and other county buildings, nuisance.

Town, in Illinois, not liable for act of commissioner of highways in diverting from its course a stream of water, in constructing a highway, resulting in the water flowing upon the land of plaintiff. *Cooney v. Hartland*, 95 Ill. 516.

Common law liability of towns for torts in New Hampshire, see extensive and excellent opinion of Judge Peaslee in *Rhobidas v. Concord*, 70 N. H. 90, 47 Atl. 82, 51 L. R. A. 381, 85 Am. St. Rep. 604.

Charitable institutions, although quasi public corporations, are not liable for the torts of their officers or employees. § 2459, *ante*, vol. 5.

A board of education created by statute is not liable for negligence unless made so by statute. *Kinnare v. Chicago*, 171 Ill. 332, 49 N. E. 536, aff'g 70 Ill. App. 106; *Whitehead v. Detroit Board of Education*, 139 Mich. 490, 102 N. W. 1028; *Donovan v. New York Board of Education*, 85 N. Y. 117; *Ham v. New York*, 70 N. Y. 459, and see §§ 2658, 2675, *post*.

Sometimes boards of education are instrumentalities of the municipal corporation and are inca-

pable of being sued. *Madden v. Kinney*, 116 Wis. 561, 93 N. W. 535.

See §§ 111-114 *ante*, vol. 1; § 441 *ante*, vol. 2.

Board of education not liable for injury to pupil for negligence in the erection or maintenance of school building in its charge, in absence of statute creating liability. *Finch v. Board of Education*, 30 Ohio St. 37, 27 Am. Rep. 414.

Although the statute makes school districts quasi public corporations, with capacity to sue and be sued, they are not liable for trespasses committed by their officers. *School District v. Williams*, 38 Ark. 454.

Board of education, in New York, however, held liable for negligence on the theory that its acts are ministerial and not governmental. *Wahrman v. Board of Education*, 187 N. Y. 331, 80 N. E. 192, aff'g 97 N. Y. S. 1066, 111 App. Div. 345.

Public school corporation is not liable to respond in damages for the negligence of its officers or agents unless it has power to raise the money from the taxpayers to pay the same. *Freel v. School City of Crawfordsville*, 142 Ind. 27, 41 N. E. 312, 37 L. R. A. 301; *Finch v. Toledo Board of Education*, 30 Ohio St. 37, 27 Am. Rep. 414; *Ford v. Kendall Borough School Dist.*, 121 Pa. 543, 15 Atl. 812, 1 L. R. A. 607.

Hospital. Where a hospital is created and exists for purely gov-

erally, as referred to in the following chapter, counties and towns are not liable for injuries from *defective highways*.⁴

It was said by Chief Justice Parsons, in Massachusetts, at an early day, that a private action cannot be maintained against a *quasi*-municipal corporation, for a neglect of corporate duty, unless authorized by statute.⁵ This rule was subsequently limited, however, in that state, so far as unincorporated towns are concerned, "to the neglect or omission of a town to perform those duties which are imposed upon all towns, without their corporate assent, and exclusively for public purposes; and not to the neglect of those obligations which a town incurs when a special duty is cast upon it, with its consent, express or implied, or a special authority is conferred on it, at its request."⁶

The immunity from liability of *quasi*-public corporations is generally placed upon the ground of their involuntary and public character. They are usually treated as public or state agencies, and their duties are ordinarily wholly governmental. They exercise the greater part of their functions as agencies of the state merely, and are created for purposes of public policy, and hence the general rule that they are not responsible for the neglect of duties enjoined on them, unless the action is given by statute.⁷

The rule of non-liability also extends, ordinarily,

ernmental purposes, and is under the exclusive control and ownership of the state, it is not liable for torts. *Mala's Adm'r v. Eastern State Hospital*, 97 Va. 507, 34 S. E. 617, 47 L. R. A. 577.

See §§ 439, 442 *ante*, vol. 2.

In Hawaii, counties liable. *Matsumura v. Hawaii County*, 19 Hawaii, 18, 21 Am. & Eng. Ann. Cas. 1338.

4. § 2719, *post*.

5. *Mower v. Leicester*, 9 Mass.

247, 6 Am. Dec. 63; *Riddle v. Locks & Canals*, 7 Mass. 169.

6. Per Justice Metcalf in *Bigelow v. Randolph*, 14 Gray (Mass.) 541, 543.

This distinction is referred to in *Tindley v. Salem*, 137 Mass. 171, 50 Am. Rep. 289, and in *Kincaid v. Hardin*, 53 Iowa, 430, 5 N. W. 589, 36 Am. Rep. 236.

7. See *Cassidy v. St. Joseph* (Mo. 1912), 152 S. W. 306.

to boards in municipalities, where the board has the power to sue and be sued so as to be a *quasi-municipal*.⁸

Under some circumstances, however, at least in some states, counties, towns, etc., have been held liable for torts. Thus, towns have been held liable where the tort was connected with an undertaking conducted in part at least for *profit*.⁹ Likewise, a county has been held liable for *trespasses* on private property by its officers in connection with the construction of highways.¹⁰ So in Missouri, the question of the liability of a county as a *quasi-municipality* was discussed at an early day, and it was held that where a county is in the discharge of a self-imposed duty not enjoined by any law, as distinguished from a duty imposed by general law alike on all counties, the county is liable for negligence in connection

8. In Michigan it has been held that a fire and water board having no means of raising funds for payment, is not subject to suit for negligence. *O'Leary v. Fire & Water Board*, 79 Mich. 281, 4 Am. Rep. 450. But in that state cities are not usually responsible for neglect of persons in public office, unless made so by statute. *Detroit v. Blackseby*, 21 Mich. 84, 44 N. W. 608, 7 L. R. A. 170, 19 Am. St. Rep. 169, approved in 79 Mich. 285.

Commissioners of sewerage of Louisville, a corporation created to construct certain sewers in that city, acts in a governmental capacity, and is not liable for injuries to a laborer caused by the negligence of its superintending officers. *Smith's Adm'r v. Louisville*, 146 Ky. 562, 143 S. W. 3.

Board of park commissioners held not liable, their duties being governmental. *Backer v. West Chicago Park Com'rs*, 66 Ill. App. 507.

However, a zoological society whose purpose was to promote the study of zoology, furnish instruction and recreation to the people, and which occupied a building belonging to the city in which it was located and which was open to the public on certain days, was not a governmental agency, and was not relieved from liability for negligence of its employees. *Gartland v. New York Zoological Society*, 120 N. Y. S. 24, 135 App. Div. 163, *aff'g* 113 N. Y. S. 1087, 61 Misc. Rep. 643.

9 *Moulton v. Scaborrough*, 71 Me. 267, 36 Am. Rep. 308 (where a town was held liable for damages arising from the negligence of its officers in permitting a ram kept on its poor farm for the purpose of propagating sheep to run at large). *Duggan v. Peabody*, 187 Mass. 349, 73 N. E. 206; *Neff v. Wellesley*, 148 Mass. 487, 20 N. E. 111, 2 L. R. A. 500.

10 *Coburn v. San Mateo County*, 75 Fed. 520, 537-542.

with such duties.¹¹ So, in Minnesota, a property owner sued to recover damages from the construction and maintenance of a dam by a county, interrupting the flow of water in a stream so as to injure plaintiff's water power, and it was held that a county is liable where it expressly authorizes an unlawful act, "or, when done, adopts and ratifies it, and retains and enjoys its benefits, and persists in so doing."¹² Furthermore, in some states, there is an exception to the rule of non-liability of counties for torts in the case of defective *county bridges*.¹³ And liability has been held to exist where the property of another has been wrongfully appropriated to the use and benefit of the *quasi-municipality*. Thus, a county has been held liable for a wrongful appropriation of another's *patent*.¹⁴ So, at least in some states, it seems that *quasi-municipalities* are liable in damages for *nuisances* created by them.¹⁵ And where the constitution or statutes create a liability for *consequential damages* from public improvements, counties are generally liable thereunder.¹⁶

§ 2606. Nature and cause of injury.

Injuries may result from (1) non-feasance, (2) negligent performance of an act, (3) necessary consequence

11. *Hannon v. St. Louis*, 62 Mo. 313, 317, where workman in trench was killed by caving in of trench being dug by a county under a contract for laying water-pipe to the county insane asylum.

12. *Schussler v. Hennepin County*, 67 Minn. 412, 417, 70 N. W. 6, 39 L. R. A. 75, 64 Am. St. Rep. 424.

13. *Smith v. Allen County*, 131 Ind. 116, 30 N. E. 949; *House v. Montgomery County*, 60 Ind. 580, 28 Am. Rep. 657; *Wilson v. Jefferson County*, 13 Ia. 181; *Baltimore County v. Baker*, 44 Md. 1.

In Indiana, however, the earlier cases have been overruled and the rule of non-liability is now

established. *Jasper County v. Allman*, 142 Ind. 573, 42 N. E. 206, 39 L. R. A. 58.

14. *May v. Logan County*, 30 Fed. 250.

15. *Watson v. New Milford*, 72 Conn. 561, 45 Atl. 167, 77 Am. St. Rep. 345; *Bates v. Westborough*, 151 Mass. 174, 23 N. E. 1070, 7 L. R. A. 156.

See also *Elliott v. Mason* (N. H. 1911), 81 Atl. 701.

In *Haag v. Vanderburgh*, 16 Ind. 511, 28 Am. Rep. 654, a county was held liable for a nuisance, resulting in injury, caused by a small pox hospital.

16. *Barfield v. Macon County*, 109 Ga. 386, 34 S. E. 596.

of the act, (4) intentional trespass, or (5) a nuisance.¹⁷ Likewise, the injury may be to (a) property or it may be a (b) personal injury or (c) both.

§ 2607. Same—injury as necessary consequence of the act.

It is well settled that ordinarily a municipality is not liable for *consequential injuries* to property resulting from a public improvement duly authorized and constructed in pursuance of legal provisions, without negligence or want of skill, unless such liability is imposed by constitution, statute or charter.¹⁸ However, as will be noticed hereafter, the fact that injury will necessarily or probably result from an act may have an important bearing, in certain cases, on municipal liability.¹⁹

§ 2608. Same—nonfeasance.

Failure to act, where there is no mandatory duty and where not constituting negligence, is no ground of recovery against a municipality. This applies, for example, to the passage of ordinances, the exercise of the police power, etc.²⁰

§ 2609. Same—injuries to property resulting from negligence.

Another class of cases is where the plaintiff is an owner of property, and an injury is done to his property by an act of the municipality which is *not the necessary result* of the public work authorized by the law but is caused by negligence in doing the work. In this class of cases, the municipality is ordinarily liable for its negligence,²¹ provided of course the work is not con-

17. See *Matsumura v. Hawaii County*, 19 Hawaii, 18, 21 Am. & Eng. Ann. Cas. 1338.

18. Liability for consequential damages from public improvements. The law in regard to this question is set forth at length in a preceding volume. §§ 1967-1983, *ante*, vol. 4.

19. §§ 2633, 2693, *post*.

20. §§ 2630, 2631, *post*.

21. *Boston Belting Co. v. Boston*, 149 Mass. 44, 46, 20 N. E. 320.

§ 1968, note 66, *ante*, vol. 4. Sewers, etc., § 2695, *post*.

sidered as a governmental duty. The decisions so holding are numerous, especially in regard to negligence in repairing streets,²² although the New England states generally hold that there is no common law liability for negligence in connection with the construction or repair of streets.²³

The decisions wherein the damage was to property seem to be based, for the most part at least, on the same theory as where there was an injury to the person and hence all will be treated together in this chapter.²⁴

§ 2610. Same—personal injuries resulting from negligence.

Most of the litigation involving the liability of municipalities for torts has related to personal injuries. In *this* class of cases, five questions must be answered in the affirmative in order to warrant a recovery, namely:

1. Was the duty violated connected with a private or corporate duty as distinguished from a governmental duty?²⁵

2. Was the negligent person a servant of the municipality sought to be charged with the negligence?²⁶

3. Was the act in connection with which the tort was committed within the corporate powers of the municipality, *i. e.*, not *ultra vires*?²⁷

4. Was the offending officer or servant acting within the scope of his authority, or, if not, was his act subsequently ratified by the municipality?²⁸

5. Was the municipality guilty of negligence, if the case is one where negligence must be shown,²⁹ and was the plaintiff free from contributory negligence and not precluded from recovery, if a servant of the municipality, by the *assumption of risk* or *fellow-servant* rule?³⁰

22. See note in 21 Am. & Eng. Ann. Cas. 1346.

23. § 2635, *post*.

24. See next section as to general rules governing.

25. South Carolina is the only

state holding the contrary. § 2622, *post*.

26. § 2653, *post*.

27. § 2637, *post*.

28. §§ 2656, 2657, *post*.

29. § 2616, *post*.

30. § 2620, *post*.

§ 2611. Same—trespass and conversion.

A municipality is liable for a trespass committed by its officers or servants in the course of their duties,³¹ as where it is constructing a public improvement, and its officers or servants trespass upon abutting property,³² *provided* the trespass is not wholly *ultra vires* or is not beyond the scope of the authority of the trespassing officer or servant and remains unratified.³³ Whether a tres-

31. *Connecticut.* Weed v. Greenwich, 45 Conn. 170.

Florida. Tallahassee v. Fortune, 3 Fla. 19, 52 Am. Dec. 358.

Illinois. Allen v. Decatur, 23 Ill. 332, 76 Am. Dec. 692.

Indiana. Ft. Wayne v. Hamilton, 132 Ind. 487, 32 N. E. 324, 32 Am. St. Rep. 263.

Louisiana. Baumgard v. New Orleans, 9 La. 119, 29 Am. Dec. 437.

Massachusetts. Gordon v. Taunton, 126 Mass. 349.

Michigan. Rogers v. Randall, 29 Mich. 41, removal of sidewalk.

Missouri. Dooley v. Kansas, 82 Mo. 444, 52 Am. Rep. 380 (seizing property for pesthouse); Allison v. Richmond, 51 Mo. App. 133 (removal of nuisance).

Nebraska. Omaha v. Croft, 60 Neb. 57, 82 N. W. 120.

New York. Sadlier v. New York, 93 N. Y. S. 579, 104 App. Div. 82, 84.

Pennsylvania. Brink v. Dunmore, 174 Pa. 395, 34 Atl. 598.

Porto Rico. St. John's Gas Co. v. San Juan, 1 Porto Rico Fed. Rep. 160.

Texas. San Antonio v. Mackey, 14 Tex. Civ. App. 210, 36 S. W. 760, deposit of refuse on plaintiff's property.

Wisconsin. Hollman v. Platte-

ville, 101 Wisc. 94, 76 N. W. 1119, 70 Am. St. Rep. 899.

Trespass. City has no more right to invade or cause the invasion of private property than an individual. Rice v. Flint, 67 Mich. 401, 34 N. W. 719.

Destruction of trees by municipality, action of trespass will lie. Simpson v. Gibson, 164 Ill. App. 147, 149.

32. Davis v. Silverton, 47 Ore. 171, 82 Pac. 16 (trespass in grading of street); Bunker v. Hudson, 122 Wisc. 43, 99 N. W. 448.

Municipality liable in trespass for act of its agents in entering upon private lands, by order of the council for the purpose of laying out a highway there. Hathaway v. Osborne, 25 R. I. 249, 55 Atl. 700.

Municipality is liable for trespass and damage to private property caused by it in constructing a viaduct where it disregards the statute conferring authority for the construction. Pabst Brewing Co. v. Milwaukee, 148 Wis. 582, 133 N. W. 1112.

33. See Roughton v. Atlanta, 113 Ga. 948, 39 S. E. 316; Worley v. Columbia, 88 Mo. 106, 113; Rowland v. Gallatin, 75 Mo. 134, 42 Am. Rep. 395; Manners v. Haverhill, 135 Mass. 165, 171; Sherman

pass can be said to be *ultra vires* or beyond the scope of the servants authority is a question which is oftentimes difficult of solution.³⁴

It is well settled that a municipality may be held liable in damages for a *conversion*, in a proper case.³⁵

§ 2612. Same—nuisance.

That a municipality which itself creates a nuisance is liable therefor in damages, the same as an individual, is settled.³⁶

§ 2613. Same—liability for conspiracy.

It would seem that a municipality, as such, cannot be a party to a conspiracy so as to be liable in damages. It was so held in Oklahoma where recovery was sought because of a conspiracy alleged to exist, with the object of driving out of the municipality all its colored inhabitants.³⁷

§ 2614. Actions "by" municipalities.

A municipality which has been injured may itself sue to recover damages in an action *ex delicto*. And where it so sues, the negligence of an employee of the municipality is not attributable to it, so as to bar recovery, where he was engaged in the performance of a governmental function so that the municipality would not be liable if the action had been one against it based on the negligence of such employee.³⁸

v. Granada, 51 Miss. 186; O'Donnell v. White, 24 R. I. 483, 53 Atl. 633.

34. See textbooks on Negligence, the rule being largely the same where the master is a private corporation.

Trespass as *ultra vires*, see Hanvey v. Rochester, 35 Barb. (N. Y.) 177, 181, and §§ 2637-2640, *post*.

35. Methodist Church v. Vicksburg, 50 Miss. 601; Napier v.

Brooklyn, 58 N. Y. S. 506, 41 App. Div. 274.

36. § 2641, *post*.

37. Wallace v. Norman, 9 Okla. 339, 346, 60 Pac. 108, 48 L. R. A. 620.

38. Paterson v. Erie R. Co., 78 N. J. L. 592, 75 Atl. 922, where city sued railroad company to recover for injury to fire engine by collision at a crossing, and contributory negligence of driver of fire wagon, was set up.

§ 2615. Same—action over by municipality.

Where the primary negligence is that of a contractor or abutting owner or other third person, and a judgment is recovered against the municipality alone, it may recover over against the person whose negligence was the cause of the injury.

§ 2616. Negligence as basis of recovery.

If the ground upon which a recovery is sought against a municipality is an act of commission or omission other than a trespass, nuisance, or a conversion, and consequential damages are not recoverable, it is necessary for plaintiff to plead and prove negligence on the part of the municipality.³⁹ It is not enough that an accident has happened but it must be shown that the municipality was actually guilty of negligence.

§ 2617. Liability as precluded by want of power to perform.

Negligence of a municipality cannot be predicated on an omission to do what there was no legal right to do.⁴⁰ Thus, where a railing on a wall would have prevented the accident, but the wall was on state land, a village had no right to put a railing on it, and hence was not liable for failure to erect one thereon.⁴¹

Want of funds, as precluding liability for failure to

39. *Ettlinger v. New York*, 109 N. Y. S. 44, 58 Misc. Rep. 229; *Silverberg v. New York*, 110 N. Y. S. 992, 59 Misc. Rep. 492; *Jones v. Henderson*, 147 N. C. 120, 60 S. E. 894; *Columbus v. Anglin*, 120 Ga. 785, 48 S. E. 318; *Belleville v. Hoffman*, 74 Ill. App. 503 (act characterized as negligent by statute or charter); *Harp v. Baraboo*, 101 Wis. 368, 77 N. W. 744; *Strawbridge v. Philadelphia*, 13 Phila. (Pa.) 173.

In a doubtful case, recovery

ought not to be allowed. *Smith v. District of Columbia*, 25 App. (D. C.) 370.

City not liable for failure to guard dumping place, which was overflowed during every freshet or high water. *Dehanitz v. St. Paul*, 73 Minn. 385, 76 N. W. 48.

40. *Carpenter v. Cohoes*, 81 N. Y. 21, 37 Am. Rep. 468; *Veeder v. Little Falls*, 100 N. Y. 343, 349, 3 N. E. 306.

41. *Veeder v. Little Falls*, 100 N. Y. 343, 349, 3 N. E. 306.

keep streets in good condition, is noticed in the next chapter.⁴²

§ 2618. Municipal liability for death.

It would seem that if a municipality would not be liable for an injury not resulting in death, because involving the exercise of a governmental as distinguished from a corporate function, it is not liable under a general statute imposing liability for death by wrongful act.⁴³ On the other hand, if the municipality would have been liable if the injury had not resulted in death, there would seem to be no doubt that the death act applies.⁴⁴ However, in some states, statutes authorizing a recovery for wrongful death against "persons" have been held not to apply to municipal corporations,⁴⁵ but in Alabama and Minnesota a statute using the words "person or persons or corporation" was held to include municipal corporations,⁴⁶ while the contrary was held in Massachusetts.⁴⁷

§ 2619. Who may sue.

The right to sue a municipality for torts is not limited to any particular class, and there is no doubt but that one of the corporators may be the plaintiff in a suit *ex delicto* against a municipality.⁴⁸

42. § 2732, *post*.

43. See *Smith v. Louisville*, 146 Ky. 562, 143 S. W. 3, 38 L. R. A. (N. S.) 151; *Tyman's Adm'rs v. Frankfort*, 117 Ky. 518, 78 S. W. 446, 64 L. R. A. 572; *Hughes v. Auburn*, 161 N. Y. 96, 55 N. E. 389, 46 L. R. A. 636; *Brown's Adm'r v. Guyandotte*, 34 W. Va. 299, 12 S. E. 707, 11 L. R. A. 121; *Gianfortone v. New Orleans*, 61 Fed. 64, 24 L. R. A. 592.

44. See extensive note in 38 L. R. A. (N. S.) 151.

45. *Ritz v. Austin*, 1 Tex. Civ. App. 455, 20 S. W. 1029, followed in *Searight v. Austin* (Tex. Civ. App.), 42 S. W. 857.

46. *Anniston v. Ivey*, 151 Ala. 392, 44 So. 48.

"Corporation," as used in statute creating liability when death is caused by the wrongful act or omission "of any person or corporation" includes municipal corporations. *Keever v. Mankato*, 113 Minn. 55, 64, 129 N. W. 158, 775.

47. "A person or corporation" does not include cities and towns. *O'Donnell v. North Attleborough*, 212 Mass. 243, 98 N. E. 1084.

48. *Savannah v. Cullens*, 38 Ga. 334, 95 Am. Dec. 398.

Streets, who may sue, §§ 2753-2764, *post*.

§ 2620. Same—employees of municipality.

An employee of a municipality may sue a municipality for torts the same as any other person.⁴⁹ And this rule applies equally well where a recovery is sought because of the alleged defective condition of streets.⁵⁰ An employee may recover merely as an individual, on the ground of negligence, in a proper case, without in any way relying on the liability of a master for injuries to his servant,⁵¹ in which case the defenses which a master may interpose as such, including assumption of risk, etc., will be no bar;⁵² or, if he so desires, he may sue as a servant, relying on the common law or statutory liability of a master for negligence resulting in injury to his servant, in which latter case, however, the general rules as to *assumption of risk*,⁵³ and negligence of a *fellow-servant* ⁵⁴ are applicable, and they are valid defenses.

49. Firemen may sue. *Palmer v. Portsmouth*, 43 N. H. 265, and see § 2756, *post*.

Pension as precluding right of firemen to sue, see *Farley v. New York*, 36 N. Y. S. 1115, 15 Misc. Rep. 33; *Coots v. Detroit*, 75 Mich. 628, 43 N. W. 17, 5 L. R. A. 315.

Workman on sewer may sue. *Coan v. Marlborough*, 164 Mass. 206, 41 N. E. 238; *Donahoe v. Kansas City*, 136 Mo. 657, 38 S. W. 571.

50. § 2756, *post*.

51. See *Kennedy v. Savannah*, 9 Ga. App. 760, 763, 72 S. E. 160.

52. *Id*.

53. *Spalding v. Jefferson*, 27 La. Ann. 159; *Cobb v. Portland*, 55 Me. 381, 92 Am. Dec. 598 (person assisting police in making arrest); *Allen v. Logan City*, 10 Utah, 279, 37 Pac. 496. See also *Coan v. Marlborough*, 164 Mass. 206, 41 N. E. 238.

Fireman does not assume risk

of negligence of those in charge of city streets. *Turner v. Indianapolis*, 96 Ind. 51, followed in *Valparaiso v. Chester* (Ind. 1911), 96 N. E. 765.

54. Fellow servants as defense has been interposed and held to bar recovery, in a proper case, without in any way referring to the fact that the master was a municipality. *Dube v. Lewiston*, 83 Me. 211, 22 Atl. 112; *Conley v. Portland*, 78 Me. 217, 3 Atl. 658; *Flynn v. Salem*, 134 Mass. 351; *McDermott v. Boston*, 133 Mass. 349; *McGough v. Bates*, 21 R. I. 213, 42 Atl. 873; *Allen v. Logan City*, 10 Utah, 279, 37 Pac. 496. And the law of the state governing fellow servants in general, as to who are fellow servants, is undoubtedly applicable.

Legality of appointment of negligent fellow servant can not be attacked by municipality where it has acquiesced in his work and

Likewise it would seem that *statutes* governing the liability of a master for injuries to his servants are applicable where the master is a municipal corporation,⁵⁵ unless the statute otherwise provides.

There is no liability to employees of the municipality, however, it is generally held, where the tort is in connection with a *governmental function*,⁵⁶ such as the fire department;⁵⁷ although, in a few instances the courts have, at least to some extent, departed from this rule by holding that the particular act, although in connection with a governmental function, was itself a corporate duty, so as to render the municipality liable to employees for injuries received.⁵⁸

taken the benefit of his labor. *Sheffield v. Harris*, 101 Ala. 564, 569, 14 So. 357.

Fireman not fellow servant of street commissioner or other officer having charge of streets. *Turner v. Indianapolis*, 96 Ind. 51; *Coots v. Detroit*, 75 Mich. 628, 43 N. W. 17, 5 L. R. A. 315.

55. *Coughlan v. Cambridge*, 166 Mass. 268, 276, 44 N. E. 218.

56. *Connecticut*. *Colwell v. Waterbury*, 74 Conn. 568, 51 Atl. 530, 57 L. R. A. 218.

Illinois. *Kinnare v. Chicago*, 171 Ill. 332, 49 N. E. 536.

Michigan. *Nicholson v. Detroit*, 129 Mich. 246, 88 N. W. 695, 56 L. R. A. 601.

Massachusetts. *Taggart v. Fall River*, 170 Mass. 325, 49 N. E. 622.

Washington. *Lynch v. North Yakima*, 37 Wash. 657, 80 Pac. 79.

See also *Winfield v. Peeden*, 8 Kan. App. 671, 57 Pac. 131.

If an officer, such as a policeman, is a state rather than a municipal officer, the relation of master and servant does not exist, so

as to make the municipality liable as a master. *Cobb v. Portland*, 55 Me. 381, 92 Am. Dec. 598.

In Connecticut, where the repair of streets is held to be governmental and there is no liability other than that imposed by statute, it is held that an employee engaged in such work can not recover for injuries resulting from defective machinery or from the negligence of the officials superintending the repairs. *Colwell v. Waterbury*, 74 Conn. 568, 51 Atl. 530, 52 L. R. A. 218.

57. *Pettingell v. Chelsea*, 161 Mass. 368, 37 N. E. 380, 24 L. R. A. 426; *Wild v. Paterson*, 47 N. J. L. 406, 1 Atl. 490; *Peterson v. Wilmington*, 130 N. C. 76, 40 S. E. 853, 56 L. R. A. 959; *Shanewerk v. Ft. Worth*, 11 Tex. Civ. App. 271, 32 S. W. 918.

§ 2643, *post*.

Compare, however, *Rhobidas v. Concord*, 70 N. H. 90, 47 Atl. 82, 51 L. R. A. 381, 85 Am. St. Rep. 604.

58. § 2432, p. 5071, *ante*, vol. 5, and § 2643, *post*.

*Whether the relation of master and servant exists between a person, not an officer, doing work for a municipality, and the municipality, where suit is brought by the workman against the municipality,—and the rules governing the liabilities of a master for injuries to his servant, are relied on,—is governed, it would seem, by the general rules relating to the existence of the relation as between masters and servants without regard to whether the master was an individual or private corporation or what not.*⁵⁹

§ 2621. Personal liability of officers for torts.

The individual liabilities of municipal officers have been considered at some length in a preceding volume, including personal liability for negligence.⁶⁰ Generally, where a tortious act is done by a public officer personally or by some one in his presence and under his personal direction, and it is ministerial, the officer is personally liable;⁶¹ and this applies equally well to *de facto* offi-

59. A servant is in the employ of the municipality while going to report to his foreman, as required, before beginning his labor. *Gorney v. New York*, 92 N. Y. S. 451, 102 App. Div. 259.

Trainmen hired to city by railroad company held servants of city. *Coughlan v. Cambridge*, 166 Mass. 268, 277, 44 N. E. 218.

§ 2653, *post*.

60. §§ 536-540, *ante*, vol. 2.

61. *Moynihan v. Todd*, 188 Mass. 301, 74 N. E. 367, 108 Am. St. Rep. 473; *Elder v. Bemis*, 1 Met. (Mass.) 599; *Barry v. Smith*, 191 Mass. 78, 77 N. E. 1099, 5 L. R. A. (N. S.) 1028; *Reed v. Peck*, 163 Mo. 333, 63 S. W. 734; *Batdorff v. Oregon City*, 53 Ore. 402, 100 Pac. 937.

If the injury results, however, not from the wrongful plan or character of the work, but from

the negligent or improper manner in which it is performed, the one so negligently acting will always be responsible, and the public corporation may or may not be responsible, depending upon the relationship which it may sustain to that agent. *Perkins v. Blauth*, 163 Cal. 782, 127 Pac. 50.

Changing grade of street. Where an officer of a municipality and a contractor proceed to bring a street to established grade without an ordinance authorizing the work, they are liable for all resulting damages, because they are mere trespassers. *Faust v. Pope*, 132 Mo. App. 287, 111 S. W. 878. It is held that the acts of borough officers in changing the grade of a street without an ordinance may be ratified by the borough. *Deer v. Sheraden Borough*, 220 Pa. St. 307, 69 Atl. 814.

cers.⁶² However, negligence in the exercise of *discretionary powers* by a municipal officer will not render him individually liable,⁶³ unless such liability is imposed by statute or charter.⁶⁴ But where he abuses his discretion he is liable.⁶⁵

If the act complained of is inherently wrong and was ordered by the municipality, both it and the person doing the work are liable.⁶⁶

2. GOVERNMENTAL VS. CORPORATE FUNCTIONS.

§ 2622. Liability in regard to "corporate" duties.

While the municipal corporation in performing or omitting to perform a duty imposed upon it as an agent

62. *Cole v. Black River Falls*, 57 Wisc. 110, 14 N. W. 906.

63. *Brown v. Bentonville*, 94 Ark. 80, 126 S. W. 93; *Gray v. Batesville*, 74 Ark. 519, 86 S. W. 295; *Taylor v. Mauson*, 9 Cal. App. 382, 99 Pac. 410; *Hodgdon v. Moulton*, 207 Mass. 445, 93 N. E. 656.

Board of health not liable for alleged unjustifiable quarantining of plaintiff's premises, where they act in good faith. *Valentine v. Englewood*, 76 N. J. L. 509, 71 Atl. 344, 19 L. R. A. (N. S.) 262.

Trees. In determining whether growing trees constitute an obstruction to a street, municipal officers act with discretion. *Remington v. Walthall*, 82 Kan. 234, 108 Pac. 112; *Maynard v. Walthall*, 82 Kan. 856, 108 Pac. 114.

But where an officer acts arbitrarily and not in good faith and cuts down a tree which in fact is not an obstruction and there is no reason or public necessity for cutting it down, the officer is liable to the owner. *Remington v.*

Walthall, 82 Kan. 234, 108 Pac. 112; *Maynard v. Walthall*, 82 Kan. 856, 108 Pac. 114.

64. *Scott v. Saratoga Springs*, 199 N. Y. 178, 92 N. E. 393, aff'g 115 N. Y. S. 796, 131 App. Div. 347.

Police court. Statute imposing personal liability on officers for torts held not to apply to a member of the town council when presiding in a police court. *Calhoun v. Little*, 106 Ga. 336, 32 S. E. 86, 43 L. R. A. 630, 71 Am. St. Rep. 254.

65. *Remington v. Walthall*, 82 Kan. 234, 108 Pac. 112; *Maynard v. Walthall*, 82 Kan. 856, 108 Pac. 114.

66. *Perkins v. Blauth*, 163 Cal. 782, 127 Pac. 50.

Where injury occurs from the negligent execution of work, the person whose negligence caused the injury is liable regardless of the liability of the municipality. *Perkins v. Blauth*, 163 Cal. 782, 127 Pac. 50.

of the state in the exercise of strictly governmental or state functions is not liable to private action on account of injuries resulting from the wrongful acts or negligence of its officers or agents,⁶⁷ yet, in every state except South Carolina,⁶⁸ it is the settled rule that a municipality is liable at common law for its torts in the performance or non-performance of municipal or corporate duties as distinguished from governmental duties. In other words, where its officers or servants are in the exercise of power conferred upon the municipality for its private benefit or pecuniary profit, and damage results from their negligence or misfeasance, the municipality is liable to the same extent as in the case of private corporations or individuals.⁶⁹

67. § 2623, *post*.

68. *Irvine v. Greenwood*, 89 S. C. 511, 514-519, 72 S. E. 228 (where distinction between corporate and governmental duties is expressly rejected and the rule laid down by earlier cases in that state that there is no liability of municipalities for the torts of its officers or agents unless created by statute, is expressly approved). *Parks v. Greenville*, 44 S. C. 168, 172, 21 S. E. 540; *Gibbes v. Beaufort*, 20 S. C. 213, 218.

69. *Colorado*. *Denver v. Maurer*, 47 Colo. 209, 106 Pac. 875.

Connecticut. *Dyer v. Danbury*, 85 Conn. 128, 81 Atl. 958; *Danbury, etc. R. Co. v. Norwalk*, 37 Conn. 109.

Georgia. *Macon v. Harris*, 75 Ga. 761.

Illinois. *Lehigh Valley Transp. Co. v. Chicago*, 237 Ill. 581, 86 N. E. 1093; *Nevins v. Peoria*, 41 Ill. 502, 89 Am. Dec. 392.

Indiana. *Logansport v. Dick*, 70 Ind. 65, 36 Am. Rep. 166; *Ross*

v. Madison, 1 Ind. 281, 48 Am. Dec. 361.

Iowa. *Freeland v. Muscatine*, 9 Ia. 461; *Wallace v. Muscatine*, 4 G. Greene (Ia.) 373, 61 Am. Dec. 131.

Kentucky. *McGraw v. Marion*, 98 Ky. 673, 17 Ky. L. Rep. 1254, 34 S. W. 18, 47 L. R. A. 593.

Louisiana. *New Orleans v. Ker*, 50 La. Ann. 413, 23 So. 384, 69 Am. St. Rep. 442; *Baumgard v. New Orleans*, 9 La. 119, 29 Am. Dec. 437; *Wilde v. New Orleans*, 12 La. Ann. 15.

Maine. *Libby v. Portland*, 105 Me. 370, 74 Atl. 805, 26 L. R. A. (N. S.) 141.

Maryland. *County Com'rs v. Duckett*, 20 Md. 468, 83 Am. Dec. 557.

Massachusetts. *Hunt v. Boston*, 183 Mass. 303, 67 N. E. 244; *Deane v. Randolph*, 132 Mass. 475; *Thayer v. Boston*, 19 Pick. 511, 31 Am. Dec. 157; *Hill v. Boston*, 122 Mass. 344, 23 Am. Rep. 332.

Michigan. *Detroit v. Blackeby*, 21 Mich. 84, 4 Am. Rep. 450.

In so far as municipal corporations exercise powers not of a governmental character, "voluntarily assumed

Minnesota. *Boye v. Albert Lea*, 74 Minn. 230, 76 N. W. 1131; *Kobs v. Minneapolis*, 22 Minn. 159.

Missouri. *Armstrong v. Brunswick*, 79 Mo. 319; *Hunt v. Boonville*, 65 Mo. 620, 27 Am. Rep. 299; *Barree v. Cape Girardeau*, 132 Mo. App. 182, 112 S. W. 724; *Bullmaster v. St. Joseph*, 70 Mo. App. 60; *Murtaugh v. St. Louis*, 44 Mo. 479; *Keating v. Kansas City*, 84 Mo. 415; *Carrington v. St. Louis*, 89 Mo. 208, 1 S. W. 240, 58 Am. Rep. 108; *Ulrich v. St. Louis*, 112 Mo. 138, 20 S. W. 446; *Donahoe v. Kansas City*, 136 Mo. 657, 38 S. W. 571.

New Hampshire. *Rowe v. Portsmouth*, 56 N. H. 291, 22 Am. Rep. 464.

New Jersey. *Jersey City v. Kiernan*, 50 N. J. L. 246, 13 Atl. 170.

New York. *Re Board of Rapid Transit Com'rs*, 197 N. Y. 81, 90 N. E. 456; *Howell v. Buffalo*, 15 N. Y. 512; *Gartland v. New York Zoological Soc'y*, 120 N. Y. S. 24, 135 App. Div. 163; *Scott v. New York*, 50 N. Y. S. 191, 27 App. Div. 240; *Bailey v. New York*, 3 Hill 531, 38 Am. Dec. 669.

North Carolina. *Goodwin v. Reidsville* (N. C. 1912), 76 S. E. 232; *Moffitt v. Asheville*, 103 N. C. 237, 9 S. E. 695, 14 Am. St. Rep. 810; *Meares v. Wilmington*, 31 N. C. 73, 49 Am. Dec. 412. Consult also, *Metz v. Asheville*, 150 N. C. 748, 64 S. E. 881.

Ohio. *Toledo v. Cone*, 41 Ohio St. 149.

Oklahoma. *Oklahoma City v. Hill*, 6 Okla. 114, 50 Pac. 242.

Oregon. *Wagner v. Portland*, 40 Ore. 389, 60 Pac. 985, 67 Pac. 300; *Caspary v. Portland*, 19 Ore. 496, 24 Pac. 1036, 20 Am. St. Rep. 842.

Rhode Island. *Sprague v. Tripp*, 13 R. I. 38, 43 Am. Rep. 11; *Aldrich v. Tripp*, 11 R. I. 141, 23 Am. Rep. 434.

South Dakota. *O'Rourke v. Sioux Falls*, 4 S. D. 47, 54 N. W. 1044, 19 L. R. A. 789, 46 Am. St. Rep. 760.

Tennessee. *Memphis v. Lasser*, 9 Humph. (Tenn.) 757.

Texas. *Ostrom v. San Antonio*, 94 Tex. 523, 62 S. W. 909; *Greenville v. Branch* (Tex. Civ. App. 1912), 152 S. W. 478.

Vermont. *Welsh v. Rutland*, 56 Vt. 228, 48 Am. Rep. 762.

Virginia. *Richmond v. Long's Adm'rs*, 17 Grat. (Va.) 375, 94 Am. Dec. 461; *Orme v. Richmond*, 79 Va. 86.

Washington. *Sutton v. Snohomish*, 11 Wash. 24, 39 Pac. 273, 48 Am. St. Rep. 847; *Simpson v. Whatcom*, 33 Wash. 392, 74 Pac. 577, 63 L. R. A. 815, 99 Am. St. Rep. 951; *Collins v. Spokane*, 64 Wash. 153, 116 Pac. 663; *Hutchinson v. Olympia*, 2 Wash. Ter. 314, 5 Pac. 606; *Hase v. Seattle*, 51 Wash. 174, 98 Pac. 370, 20 L. R. A. (N. S.) 938.

Wisconsin. *Hollman v. Platteville*, 101 Wis. 94, 76 N. W. 1119, 70 Am. St. Rep. 899; *Durkee v. Kenosha*, 59 Wis. 123, 17 N. W. 677, 48 Am. Rep. 480.

powers intended for the private advantage and benefit of the locality and its inhabitants, there seems to be no sufficient reason why they should be relieved from that liability to suit and measure of actual damage to which an individual or private corporation exercising the same powers for purposes essentially private would be liable;''⁷⁰ and it is held that while acting in its private capacity, a municipality is liable for negligence to the same extent as a private corporation or individual,⁷¹ and is liable to its *employees* to the same extent as other employers.⁷² Furthermore, for torts committed by its agents and servants in the performance of corporate or private duties the municipality is liable, whether the tortious act was done negligently or *intentionally*.⁷³

And a municipality will not be permitted to say whether or not it shall be held liable for personal injuries resulting from negligence in the performance of

United States. *Barns v. District of Columbia*, 91 U. S. 540, 23 L. Ed. 440; *Winona v. Botzet*, 169 Fed. 321, 94 C. C. A. 563, 23 L. R. A. (N. S.) 204; *Denver v. Porter*, 126 Fed. 288, 61 C. C. A. 168.

Canada. *Lewis v. Toronto*, 39 U. Can. Q. B. 343.

It is liable for injuries caused by it in the exercise of powers and privileges peculiarly for its benefit. *Smith v. Sewerage Com'rs*, 146 Ky. 562, 143 S. W. 3.

It has been held that the special privileges of the power of taxation, supervision and local government are sufficient consideration for the liabilities assumed by municipal corporations for their torts. *Goodrich v. University Place*, 80 Neb. 774, 115 N. W. 538.

70. Per Stayton, J., in *Galveston v. Posnainsky*, 62 Tex. 118, 50 Am. Rep. 517.

71. *Provine v. Seattle*, 59 Wash. 681, 110 Pac. 619; *Wood v. Tacoma*, 66 Wash. 266, 119 Pac. 859.

In its private capacity a municipal corporation is governed by the same laws and subject to the same regulations and limitations as natural persons except so far as it may be exempt by express enactment. *People v. Chicago*, 256 Ill. 558, 100 N. E. 194.

Municipalities, where they act in a private as distinguished from a public capacity, like private corporations, are held to the same responsibility as private corporations. *Toledo v. Cone*, 41 Ohio St. 149, 161.

72. *Terrell v. Washington*, 158 N. C. 281, 73 S. E. 888.

§ 2620, *ante*.

73. *Johnson v. Somerville*, 195 Mass. 370, 81 N. E. 268, 10 L. R. A. (N. S.) 715.

such duties,⁷⁴ nor to impose unreasonable restrictions upon the right of injured persons to bring action against it for damages therefor.⁷⁵

§ 2623. Liability in regard to "governmental" duties.

In the absence of statute, it has always been the law that no private action for tort will lie against the state, since negligence cannot be imputed to the sovereign.⁷⁶ So, in the various localities or local areas where the state agencies merely perform the governmental functions of the state and acquire no individual corporate existence, they stand as the state, and, therefore, to hold them responsible for negligence would be the same as holding the sovereign power answerable for its action. It is assumed that no private legal duty rests upon a city to perform governmental functions, and, moreover, "their character precludes the idea of the common law rule of responsibility, for there is no standard of reasonable care by which the acts of the government may be tested. The state, through its representatives, namely, the municipal corporation, acts in its sovereign capacity, and does not submit its actions to the judgment of the courts."⁷⁷ "The reason is that it is inconsistent with the nature of their powers that they should be compelled to respond to individuals in damages for the manner of their exercise. They are conferred for public purposes, to be exercised in their prescribed limits, at discretion, for the public good; and there can be no appeal from the judgment of the proper municipal authorities to the judgment of courts and juries."⁷⁸ But where a state agency

74. *Durham v. Spokane*, 27 Wash. 615, 68 Pac. 383.

75. *Hose v. Seattle*, 51 Wash. 174, 98 Pac. 370, 20 L. R. A. (N. S.) 938.

76. *People v. Dennison*, 84 N. Y. 272; *Langford v. U. S.*, 101 U. S. 341, 25 L. Ed. 1010, 15 Ct. Cl. 632; *Shearman & Redfield on Neg.*, § 251.

77. *Jones, Neg. of Munic. Corp.*, § 27.

78. *Cooley on Torts* (2d ed.), p. 739; *Perry v. Worcester*, 6 Gray. (Mass.) 544, 66 Am. Dec. 431, note.

A leading case on this subject is *Hill v. Boston*, 122 Mass. 344, 23 Am. Rep. 332; where the foundations of the rule are con-

becomes a corporation "it thereby acquires an identity distinct from the sovereign power, and the principle stated does not prevent the incorporated body from being held liable for its own negligence."⁷⁹

The rule is firmly established in our law that where the municipal corporation is performing a duty imposed upon it as the agent of the state in the exercise of strictly governmental functions, there is no liability to private action on account of injuries resulting from the wrongful acts or negligence of its officers or agents thereunder, unless made liable by statute.⁸⁰ In other words, unless

sidered at length by Chief Justice Gray and both the English and American cases reviewed in detail, and the result thereof is summed up as follows: "There is no case, in which the neglect of a duty, imposed by general law upon all cities and towns alike, has been held to sustain an action by a person injured thereby against a city, when it would not against a town," the nonliability of towns being conceded.

79. Jones, Neg. of Munic. Corp., § 23.

80. *Alabama.* Dargan v. Mobile, 31 Ala. 469, 70 Am. Dec. 505; Bleker v. Cullman (Ala. 1912), 59 So. 625.

Arkansas. Browne v. Bentonville, 94 Ark. 80, 126 S. W. 93; Trammell v. Russellville, 34 Ark. 105, 36 Am. Rep. 1; Gregg v. Hatcher, 94 Ark. 54, 125 S. W. 1007, 1008; Franks v. Holly Grove, 93 Ark. 250, 124 S. W. 514; Helena v. Thompson, 29 Ark. 569; Arkadelphia v. Windham, 49 Ark. 139, 4 S. W. 450, 4 Am. St. Rep. 32; Fort Smith v. York, 52 Ark. 84, 12 S. W. 157; Collier v. Fort Smith, 73 Ark. 447, 84 S. W. 480,

68 L. R. A. 237; Gray v. Batesville, 74 Ark. 519, 86 S. W. 295; Dickerson v. Okolona, 98 Ark. 206, 135 S. W. 863.

California. Perkins v. Blauth, 163 Cal. 782, 127 Pac. 50; Sievers v. San Francisco, 115 Cal. 648, 47 Pac. 687, 56 Am. St. Rep. 153.

Colorado. Denver v. Maurer, 47 Colo. 209, 106 Pac. 875; Denver v. Davis, 37 Colo. 370, 86 Pac. 1027, 6 L. R. A. (N. S.) 1013, 119 Am. St. Rep. 293; Veraguth v. Denver, 19 Colo. App. 473, 76 Pac. 539; McAuliffe v. Victor, 15 Colo. App. 337, 62 Pac. 231.

Connecticut. Judson v. Winsted, 80 Conn. 384, 68 Atl. 999, 15 L. R. A. (N. S.) 91; Dyer v. Danbury, 85 Conn. 128, 81 Atl. 958; Hourigan v. Norwich, 77 Conn. 358, 59 Atl. 487; Colwell v. Waterbury, 74 Conn. 568, 51 Atl. 530, 57 L. R. A. 218; Daly v. New Haven, 69 Conn. 644, 38 Atl. 397; Hewison v. New Haven, 37 Conn. 475, 9 Am. Rep. 342; Mead v. New Haven, 40 Conn. 72, 16 Am. Rep. 14 (Inspector of steam boilers).

Georgia. Dalton v. Wilson, 118 Ga. 100, 44 S. E. 830, 98 Am. St.

a right of action is given by statute, municipal corporations may not be held civilly liable to individuals for

Rep. 101; Wyatt v. Rome, 105 Ga. 312, 31 S. E. 188, 42 L. R. A. 180, 70 Am. St. Rep. 41; Cook v. Macon, 54 Ga. 468.

Illinois. Evans v. Kankakee, 231 Ill. 223, 83 N. E. 223; Chicago v. Williams, 182 Ill. 135, 55 N. E. 123; Kinnare v. Chicago, 171 Ill. 332, 49 N. E. 536; Hanrahan v. Chicago, 145 Ill. App. 38; Culver v. Streator, 130 Ill. 238, 22 N. E. 810, 6 L. R. A. 270; Craig v. Charleston, 180 Ill. 154, 54 N. E. 184; Robertson v. Marion, 97 Ill. App. 332; Blake v. Pontiac, 49 Ill. App. 543.

Indiana. Brinkmeyer v. Evansville, 29 Ind. 187.

Iowa. Saunders v. Ft. Madison, 111 Ia. 102, 82 N. W. 428; Calwell v. Boone, 51 Ia. 687, 2 N. W. 614, 33 Am. Rep. 154.

Kansas. Edson v. Olathe, 82 Kan. 4, 107 Pac. 539; Edson v. Olathe, 81 Kan. 328, 105 Pac. 521; La Clef v. Concordia, 41 Kan. 323, 21 Pac. 272, 13 Am. St. Rep. 285.

Kentucky. Board of Park Com'rs v. Prinz, 32 Ky. L. Rep. 359, 105 S. W. 948; Morgan v. Shelbyville (Ky.), 121 S. W. 617; Prather v. Lexington, 13 B. Mon. 559, 56 Am. Dec. 585.

Louisiana. New Orleans v. Ker, 50 La. Ann. 413, 23 So. 384, 69 Am. St. Rep. 442; Rudolphe v. New Orleans, 11 La. Ann. 242.

Maine. Mitchell v. Rockland, 41 Me. 363, 66 Am. Dec. 252.

Maryland. County Com'rs v. Duckett, 20 Md. 468, 83 Am. Dec. 557.

Massachusetts. Johnson v. Som-

erville, 195 Mass. 370, 81 N. E. 268, 10 L. R. A. (N. S.) 715; Manners v. Haverhill, 135 Mass. 165; Hill v. Boston, 122 Mass. 344, 23 Am. Rep. 332; Fisher v. Boston, 104 Mass. 87, 6 Am. Rep. 196; Hafford v. New Bedford, 16 Gray (Mass.) 297; Barney v. Lowell, 98 Mass. 570; White v. Philipston, 10 Met. (Mass.) 108; Mower v. Leicester, 9 Mass. 247, 6 Am. Dec. 63; Bigelow v. Randolph, 14 Gray (Mass.) 541; Walcott v. Swampscott, 1 Allen (Mass.) 101; Buttrick v. Lowell, 1 Allen (Mass.) 172, 79 Am. Dec. 721.

Michigan. Nicholson v. Detroit, 129 Mich. 246, 88 N. W. 695, 56 L. R. A. 601; Corning v. Saginaw, 116 Mich. 74, 74 N. W. 307, 40 L. R. A. 526; Stevens v. Muskegon, 111 Mich. 72, 69 N. W. 227, 36 L. R. A. 777; Amperse v. Kalamazoo, 75 Mich. 228, 42 N. W. 821, 13 Am. St. Rep. 432; Hines v. Charlotte, 72 Mich. 278, 283, 40 N. W. 333, 1 L. R. A. 844; Webb v. Board of Health, 116 Mich. 516, 74 N. W. 434, 72 Am. St. Rep. 541; Gilboy v. Detroit, 115 Mich. 121, 73 N. W. 128; Detroit v. Blackeby, 21 Mich. 84, 4 Am. Rep. 450; Larkin v. Saginaw County, 11 Mich. 88, 82 Am. Dec. 63; Leoni Tp. v. Taylor, 20 Mich. 148; O'Leary v. Board of Fire & Water Com'rs, 79 Mich. 281, 44 N. W. 608, 7 L. R. A. 170, 19 Am. St. Rep. 169; Hodgins v. Bay City, 156 Mich. 687, 121 N. W. 274, 16 Det. Leg. N. 222.

Minnesota. Claussen v. Luverne, 103 Minn. 491, 115 N. W. 643, 15

“neglect to perform or negligence in performing” duties which are governmental in their nature, and including

L. R. A. (N. S.) 698; *Miller v. Minneapolis*, 75 Minn. 131, 77 N. W. 788; *Snider v. St. Paul*, 51 Minn. 466, 53 N. W. 763, 18 L. R. A. 151.

Missouri. *Ely v. St. Louis*, 181 Mo. 723, 81 S. W. 168; *Harman v. St. Louis*, 137 Mo. 494, 38 S. W. 1102; *Donahoe v. Kansas City*, 136 Mo. 657, 664, 38 S. W. 571; *Carrington v. St. Louis*, 89 Mo. 208, 1 S. W. 108, 58 Am. Rep. 108; *Kiley v. Kansas City*, 87 Mo. 103, 56 Am. Rep. 443; *Armstrong v. Brunswick*, 79 Mo. 319; *Murtaugh v. St. Louis*, 44 Mo. 479; *McKenna v. St. Louis*, 6 Mo. App. 320; *Barree v. Cape Girardeau*, 132 Mo. App. 182, 112 S. W. 724; *Butler v. Moberly*, 131 Mo. App. 172, 110 S. W. 682; *Ulrich v. St. Louis*, 112 Mo. 138, 20 S. W. 466, 34 Am. St. Rep. 372.

New Hampshire. *Lockwood v. Dover*, 73 N. H. 209, 61 Atl. 32; *Eastman v. Meredith*, 36 N. H. 284, 298, 72 Am. Dec. 302.

New Jersey. *Valentine v. Englewood*, 76 N. J. L. 509, 71 Atl. 344; *Tomlin v. Hildreth*, 65 N. J. L. 438, 47 Atl. 649; *Bisbing v. Asbury Park*, 80 N. J. L. 416, 78 Atl. 196; *Wild v. Paterson*, 47 N. J. L. 406, 1 Atl. 490; *Sussex v. Strader*, 18 N. J. L. 108, 121, 35 Am. Dec. 530.

New York. *Maxmillan v. New York*, 62 N. Y. 160, 20 Am. Rep. 468; *Doty v. Port Jervis*, 52 N. Y. S. 57, 23 N. Y. Misc. Rep. 313; *Quill v. New York*, 55 N. Y. S. 889, 36 App. Div. 476; *Bailey v. New York*, 3 Hill, 531, 38 Am. Dec. 669;

Higble v. Board of Education, 107 N. Y. S. 168, 122 App. Div. 483; *Martin v. Brooklyn*, 1 Hill (N. Y.), 545; *Morey v. Newfane*, 8 Barb. (N. Y.) 645; *Lorillard v. Monroe*, 11 N. Y. 392, 62 Am. Dec. 120.

North Carolina. *Fisher v. New Bern*, 140 N. C. 506, 53 S. E. 342, 5 L. R. A. (N. S.) 542, 111 Am. St. Rep. 857; *Harrington v. Greenville* (N. C. 1912), 75 S. E. 849; *McIlhenney v. Wilmington*, 127 N. C. 146, 37 S. E. 187, 50 L. R. A. 470; *Moffitt v. Asheville*, 103 N. C. 237, 9 S. E. 695, 14 Am. St. Rep. 810; *Hill v. Charlotte*, 72 N. C. 55, 21 Am. Rep. 751.

Ohio. *Bell v. Cincinnati*, 80 Ohio St. 1, 88 N. E. 128, 23 L. R. A. (N. S.) 910; *Robinson v. Greenville*, 42 Ohio St. 625, 51 Am. Rep. 857; *Cincinnati v. Cameron*, 33 Ohio St. 336; *Wheeler v. Cincinnati*, 19 Ohio St. 19, 2 Am. Rep. 368; *Rose v. Toledo*, 24 Ohio Cir. Ct. 540.

Oklahoma. *Oklahoma City v. Hill*, 6 Okl. 114, 50 Pac. 242; *Lawton v. Harkins* (Okla. 1912), 126 Pac. 727.

Oregon. *Esberg-Gunst Cigar Co. v. Portland*, 34 Oreg. 282, 55 Pac. 961, 43 L. R. A. 435, 75 Am. St. Rep. 651; *Caspary v. Portland*, 19 Oreg. 496, 24 Pac. 1036, 20 Am. St. Rep. 842.

Pennsylvania. *Elliott v. Philadelphia*, 75 Pa. St. 347, 15 Am. Rep. 591. Compare *Taylor v. Canton*, 30 Pa. Super. Ct. 305.

Rhode Island. *Wixon v. Newport*, 13 R. I. 454, 43 Am. Rep. 35.

generally all duties existent or imposed upon them by law solely for the public benefit. Such liability may, however, be *imposed by statute or charter*.⁸¹

South Carolina. Heape v. Berkeley County, 80 S. C. 32, 61 S. E. 203; Gibbes v. Beaufort, 20 S. C. 213.

Tennessee. Conelly v. Nashville, 100 Tenn. 262, 46 S. W. 565; Davis v. Knoxville, 90 Tenn. 599, 18 S. W. 254.

Texas. Rusher v. Dallas, 83 Tex. 151, 18 S. W. 333. Stinnett v. Sherman (Tex. Civ. App.), 43 S. W. 847; Galveston v. Posnainsky, 62 Tex. 118, 50 Am. Rep. 517; Bates v. Houston, 14 Tex. Civ. App. 287, 37 S. W. 383; Shanewerk v. Ft. Worth, 11 Tex. Civ. App. 271, 32 S. W. 918.

Utah. Sehy v. Salt Lake City (Utah, 1912), 126 Pac. 691.

Vermont. Stockwell v. Rutland, 75 Vt. 76, 53 Atl. 132; Welsh v. Rutland, 56 Vt. 228, 48 Am. Rep. 762; Hyde v. Jamaica, 27 Vt. 443.

Virginia. Richmond v. Long's Adm'r, 17 Gratt. 375, 94 Am. Dec. 461.

Washington. Seattle v. Stirrat, 55 Wash. 560, 104 Pac. 834; Russell v. Tacoma, 8 Wash. 156, 35 Pac. 605, 40 Am. St. Rep. 895; Simpson v. Whatcom, 33 Wash. 392, 74 Pac. 577, 63 L. R. A. 815, 99 Am. St. Rep. 951; Wheeler v. Aberdeen, 47 Wash. 405, 92 Pac. 135; Hewitt v. Seattle, 62 Wash. 377, 113 Pac. 1084.

West Virginia. Wood v. Hinton, 47 W. Va. 645, 35 S. E. 824, 826; Bartlett v. Clarksburg, 45 W. Va. 393, 31 S. E. 918, 43 L. R. A. 295, 72 Am. St. Rep. 817; Thomas v. Grafton, 34 W. Va. 282, 12 S.

E. 478, 26 Am. St. Rep. 924; Gibson v. Huntington, 38 W. Va. 177, 18 S. E. 447, 22 L. R. A. 561, 45 Am. St. Rep. 853; Brown v. Guyandotte, 34 W. Va. 299, 12 S. E. 707, 11 L. R. A. 121; Mendel v. Wheeling, 28 W. Va. 233, 57 Am. Rep. 665.

Wisconsin. Hollman v. Platteville, 101 Wis. 94, 76 N. W. 1119, 70 Am. St. Rep. 899; Kuehn v. Milwaukee, 92 Wis. 263, 65 N. W. 1030.

United States. Winona v. Botzet, 169 Fed. 321, 94 C. C. A. 563; New Orleans v. Abbagnatio, 62 Fed. 240, 10 C. C. A. 361, 26 L. R. A. 329; Kansas City v. Lemen, 57 Fed. 905, 6 C. C. A. 627 (closing circus on ground claimed to have been dedicated as a graveyard); Hart v. Bridgeport, Fed. Cas. No. 6,149, 13 Blatchf. 289.

Canada. Woodford v. Chatham, 37 N. Brunsw. 21; McCleave v. Moncton, 35 N. Brunsw. 296; Butler v. Toronto, 10 Ont. Wkly. Rep. 876.

In reference to such matters "they should stand as does sovereignty, whose agents they are, subject to be sued only when the State by statute declares they may be." Per Stayton, J., in Galveston v. Posnainsky, 62 Tex. 118, 50 Am. Rep. 517.

81. Where statute imposes liability on a municipal corporation for its negligence, it is no defense that the negligent act was due in the exercise of a governmental duty. *Glaconi v. Astoria*, 60 Ore.

Municipal corporations proper "are upon the same footing as *quasi* corporations when acting in a purely governmental capacity."⁸² The supreme court of Missouri has stated the doctrine as follows: "When the acts or omissions complained of were done or omitted in the exercise of a corporate franchise conferred upon the corporation for the public good, and not for private corporate advantage, then the corporation is not liable for the consequences of such acts or omissions on the part of its officers and servants."⁸³ Among the *reasons* set forth for denying liability for breach of a governmental duty are the facts that the officers are usually the representatives of the injured person as well as of other taxpayers, and that it is as much his duty to select careful and prudent persons as it is that of the taxpayer who is called upon to help pay for his hurt.⁸⁴ However, the fact that a municipal officer is charged by statute with the performance of governmental duties does not relieve the municipality from liability for the negligence of such officer in the performance of duties which are not of a public, governmental character, and are purely corporate.⁸⁵

In so far as the rule of nonliability for torts connected with the performance of governmental duties is concerned, it is immaterial that the wrongful act was intentional and not merely negligent,⁸⁶ or that the municipality may be indicted for the wrongful act.⁸⁷ This rule

12, 118 Pac. 180, rev'g 113 Pac. 855.

82. *Nicholson v. Detroit*, 129 Mich. 246, 259, 88 N. W. 695, 56 L. R. A. 601.

83. *Murtaugh v. St. Louis*, 44 Mo. 479; *Donahoe v. Kansas City*, 136 Mo. 657, 664, 38 S. W. 571; *Kiley v. Kansas City*, 87 Mo. 103, 56 Am. Rep. 443; *Armstrong v. Brunswick*, 79 Mo. 319, 321; *McKenna v. St. Louis*, 6 Mo. App. 320.

84. *Nicholson v. Detroit*, 129 Mich. 246, 249, 88 N. W. 695, 56 L. R. A. 601.

85. *Denver v. Davis*, 37 Colo. 370, 86 Pac. 1027, 6 L. R. A. (N. S.) 1013, 119 Am. St. Rep. 293.

86. *Johnson v. Somerville*, 195 Mass. 370, 81 N. E. 268, 10 L. R. A. (N. S.) 715.

87. See *Kehoe v. Rutherford* 74 N. J. L. 659, 65 Atl. 1046.

as to nonliability for negligence in connection with governmental functions applies equally well, it is generally held, where the injured person is an employee of the municipality and the duty violated is the failure to furnish a safe place to work or safe appliances.⁸⁸ So the question whether the statute under which governmental functions are exercised is permissive or mandatory, is immaterial, so far as the rule of nonliability is concerned.⁸⁹ Furthermore, the rule of nonliability applies notwithstanding the neglect charged relates to the control of real property the title to which is in the municipality.⁹⁰

A distinction must be drawn, however, between injuries to property rights and other injuries, since if the officers of a municipality, in the discharge of its governmental functions and police powers invade property rights, the doctrine of *respondeat superior* applies, and the corporation is liable for their acts.⁹¹

§ 2624. Same—rule in admiralty.

This rule of nonliability for torts where the municipality is exercising a purely governmental function does not apply to admiralty courts. It was so held by the supreme court of the United States which decided that the city of New York was liable for the collision of a fire boat owned by it, with another boat, while running to

88. *Nicholson v. Detroit*, 129 Mich. 246, 249, 88 N. W. 695, 56 L. R. A. 601.

§ 2620, *ante*.

89. *Nicholson v. Detroit*, 129 Mich. 246, 254, 88 N. W. 695, 56 L. R. A. 601.

But see § 2628, *post*.

90. *Nicholson v. Detroit*, 129 Mich. 246, 88 N. W. 695, 56 L. R. A. 601.

§ 2672, *et seq.*, *post*.

91. *Metz v. Asheville*, 150 N. C. 748, 751, 64 S. E. 881, 22 L. R. A. (N. S.) 940.

One important principle, however, is to be noted in this connection. Wherever the injury complained of is the taking or damaging of private property for public use without compensation then under the guarantee of the federal Constitution against such invasion of the private rights of property, neither the state itself nor any of its agencies or mandatories may claim exemption from liability. *Perkins v. Blauth*, 163 Cal. 782, 127 Pac. 50.

put out a fire, and it was said by Mr. Justice White that, "in the maritime law, the public nature of the service upon which a vessel is engaged at the time of the commission of a maritime tort affords no immunity from liability in a court of admiralty, where the court has jurisdiction."⁹²

§ 2625. Governmental duties distinguished from corporate duties.

These rules as to municipal liability for negligence in regard to corporate duties, and nonliability for negligence in regard to governmental duties, are elementary. The only difficulty is in their application, it often being difficult to determine in a particular case whether the duty involved is a governmental or corporate one, *i. e.*, whether the injury complained of is the result of the failure to exercise or the negligent exercise of a governmental and public power, or is due to negligence in the exercise or performance of a corporate ministerial and private power or duty.⁹³

What are governmental powers and duties, and what are corporate duties, is not subject to precise definition further than to say this: The powers and duties of municipal corporations are of two-fold character; the

92. *Workman v. New York*, 179 U. S. 552, 570, 21 Sup. Ct. 212, 45 L. Ed. 314, Justices Gray, Brewer, Shiras and Peckham dissenting.

93. Levy of executions on property by officer is not a corporate function, and hence the doctrine of *respondeat superior* has no application. *Thomas v. Grafton*, 34 W. Va. 282, 12 S. E. 478, 26 Am. St. Rep. 924.

Building of docks, for the private and individual benefit of owners of land adjoining a canal. City not liable for failure to repair or rebuild, under particular statutes. *New York & B. S. & L.*

Co. v. Brooklyn, 71 N. Y. 580, aff'g 8 Hun (N. Y.), 37.

Change of street grade, resulting in exposure of water service pipes so as to cause them to freeze. City not liable. *Miller v. Kalamazoo*, 140 Mich. 494, 103 N. W. 845.

Removal of encroachments held not a governmental duty. *Weed v. Greenwich*, 45 Conn. 170.

Automobile driven by superintendent of street department ran over a pedestrian. City held liable. *Hewitt v. Seattle*, 62 Wash. 377, 113 Pac. 1084.

one public as regards the state at large, in so far as they are its agents in government; the other private in so far as they provide the local necessities and conveniences for their own citizens. A municipal corporation "possesses two kinds of powers: one governmental and public, and to the extent they are held and exercised is clothed with sovereignty; the other private, and to the extent they are held and exercised is a legal individual. The former are given and used for public purposes; the latter for private purposes. While in the exercise of the former the corporation is a municipal government, and while in the exercise of the latter is a corporate legal individual."⁹⁴

94. Per Foot, J., in *Lloyd v. New York*, 5 N. Y. 369, 55 Am. Dec. 347. See also *Maximilian v. New York*, 62 N. Y. 160, 164, 20 Am. Rep. 468; *Edgerly v. Concord*, 62 N. H. 8, 13 Am. St. Rep. 523; *Springfield, etc. Ins. Co. v. Keeseville*, 148 N. Y. 46, 42 N. E. 405, 30 L. R. A. 660, 51 Am. St. Rep. 667; *Caspary v. Portland*, 19 Oreg. 496, 24 Pac. 1036, 20 Am. St. Rep. 842; *State v. Miller*, 194 Fed. 775.

Governmental vs. corporate functions. "In the discharge of its functions, a municipality is called upon to perform duties of two classes; the one political and governmental in its character, and the other private and corporate. The distinction between the two is thus stated by Judge Thompson, in *Veraguth v. Denver*, 19 Colo. App. 473, 477, 76 Pac. 539. 'One class of its powers is of a public and general character, to be exercised in virtue of certain attributes of sovereignty delegated to it for the welfare and protection of its inhabitants; the other relates only to special or private corporate purposes, for the accomplishment of

which it acts, not through its public officers as such, but through agents or servants employed by it. In the former case its functions are political and governmental, and no liability attaches to it, either for non-user or misuser of power, while in the latter it stands upon the same footing with a private corporation and will be held to the same responsibility with a private corporation for injuries resulting from its negligence.'" *Denver v. Davis*, 37 Colo. 370, 373, 86 Pac. 1027, 6 L. R. A. (N. S.) 1013, 119 Am. St. Rep. 293.

"There are two kinds of duties which are imposed upon a municipal corporation: One is of that kind which arises from the grant of a special power, in the exercise of which the municipality is as a legal individual; the other is of that kind which arises, or is implied, from the use of political rights under the general law, in the exercise of which it is a sovereign. The former power is private, and is used for private purposes; the latter is public and is

There are some duties the nature of which as governmental is too well settled to be disputed, such as the establishment and maintenance of *schools*,⁹⁵ *hospitals*,⁹⁶ *poor houses*,⁹⁷ *fire departments*,⁹⁸ *police departments*.⁹⁹

used for public purposes. * * *
The former is not held by the municipality as one of the political divisions of the State; the latter is. In the exercise of the former power, and under the duty to the public which the acceptance and use of the power involves, a municipality is like a private corporation, and is liable for a failure to use its power well, or for an injury caused by using it badly. But where the power is entrusted to it as one of the political subdivisions of the State, and is conferred not for the immediate benefit of the municipality, but as a means to the exercise of the sovereign power for the benefit of all citizens, the corporation is not liable for non-user, nor for misuser by the public agents." Per Justice Folger in *Maximilian v. New York*, 62 N. Y. 160, 164, 20 Am. Rep. 468.

"A municipal corporation has a dual character, the one public and the other private, and exercises correspondingly twofold functions, the one governmental and legislative, and the other private and ministerial. In its public character, it acts as an agency of the State, to enable it to better govern that portion of its people residing within the municipality, and to this end there is granted to or imposed upon it by the charter of its creation powers and duties to be exercised and performed exclusively for public governmental

purposes. These powers are legislative and discretionary, and the municipality is exempt from liability for an injury resulting from the failure to exercise them, or from their improper or negligent exercise. In its corporate or private character there are granted to it privileges and powers to be exercised for its own private advantage, which are for public purposes in no other sense than that the public derives a common benefit from the proper discharge of the duties imposed or assumed in consideration of the privileges and powers conferred. This latter class of powers and duties are not discretionary, but ministerial and absolute; and, for an injury resulting from negligence in their exercise or performance, the municipality is liable in a civil action for damages, in the same manner as a private individual or corporation. The line of distinction between the two classes of powers and duties, is clearly drawn by the courts and text writers, and the exemption of the municipality from liability in the one case, and its liability in the other for an injury resulting from negligence, firmly established." Per Riley, J., in *Jones v. Williamsburg*, 97 Va. 722, 34 S. E. 883, 47 L. R. A. 294.

95. § 2675, *post*.

96. § 2669, *post*.

97. § 2668, *post*.

98. § 2643, *ante*.

99. § 2666, *post*.

jails, workhouses, and police stations,¹ and the like. In fact, duties connected with the preservation of the peace or health, or the prevention of the destruction of property by fire are all governmental duties, without question, and hence there is no municipal liability for torts in connection therewith, or at least not unless under peculiar circumstances.²

On the other hand, certain duties and functions are well settled as being corporate and not governmental, including the construction and maintenance of *municipal water and light plants*,³ the construction and repair of *sewers*,⁴ the management of private property owned by the municipality,⁵ etc. Furthermore, any business conducted by the municipality for profit involves the exercise of corporate rather than governmental functions.⁶ And even if a duty is primarily a governmental one, it is converted into a corporate one where it is being *conducted for profit*.⁷

There is considerable conflict in regard to whether certain duties are governmental or corporate. This includes the cleaning of streets,⁸ the construction and maintenance of public improvements in general,⁹ etc.¹⁰

1. § 2642, *post*.

2. *Smith v. Sewerage Com'rs*, 146 Ky. 562, 143 S. W. 3.

In controlling the work of elevating or depressing railroad tracks to abolish grade crossings, the municipality acts for the general public welfare and will not be held liable for negligence while so engaged. *Liermann v. Milwaukee*, 132 Wis. 628, 113 N. W. 65, 13 L. R. A. (N. S.) 253, and see *Osburn v. Chicago*, 105 Ill. App. 217.

3. §§ 2680-2684, *post*.

4. § 2695, *post*.

5. §§ 2672-2688, *post*.

6. § 2673, *post*.

7. §§ 2672-2674, *post*.

8. § 2636, *post*.

9. §§ 2634, 2635, *post*.

10. Imposed duties for the neglect of which a municipality is liable in damages, are defined in Kansas as such as are superadded to governmental functions, such as the duty to maintain its streets in a safe condition for public travel, or to furnish a reasonably safe condition for public travel, or to furnish a reasonably safe place in which its employees work. *Edson v. Olathe*, 81 Kan. 328, 105 Pac. 521, rehearing denied in 82 Kan. 4, 107 Pac. 539. But generally it is held in other states that there is no municipal liability for failure to furnish a safe

The liability for *defective streets*, and the nature of the duty as governmental or corporate, is the subject of the next chapter.

§ 2626. Same—imposed duties not distinguishable from those voluntarily assumed.

In determining the question of municipal liability for torts, it is immaterial whether the governmental duty was *expressly* imposed on the municipality by statute or charter provisions.¹¹ Thus, it has been said, in Massachusetts, that “towns *must* maintain pounds, guideposts, and burial grounds; and *may* establish and maintain hospitals, workhouses, or almshouses. * * * In all of these cases, the duty is imposed or the authority conferred for the general benefit. The motive and the object are the same, though in some instances, the legislature determines finally the necessity or expediency, and in others it leaves the necessity or expediency to be determined by the towns themselves. But when determined, and when the service has been entered upon, *there is no good reason why a liability to a private action should be imposed when a town voluntarily enters*

place to work where a governmental duty is involved. § 2600, *post*.

11. Curran v. Boston, 151 Mass. 505, 508, 24 N. E. 781, 8 L. R. A. 243, 21 Am. St. Rep. 465; Fisher v. Boston, 104 Mass. 87, 6 Am. Rep. 196.

The fact that the municipal corporation accepts a grant of governmental duties does not render it liable for an omission to perform, or a negligent performance, of them. Udkin v. New Haven, 80 Conn. 291, 296, 68 Atl. 253.

Duties imposed by charter. “We find it difficult to reconcile the view, that the mere acceptance of a municipal charter is to be

considered as conferring such a benefit upon the corporation as will render it liable to private action for neglect of duties thereby imposed upon it, with the doctrine that the purpose of the creation of municipal corporations by the State is to exercise a part of its powers of government—a doctrine universally recognized, and which has nowhere been more strongly asserted than by the Supreme Court of the United States, in the opinions delivered by Mr. Justice Hunt in *United States v. Railroad Co.*, 17 Wall. 322, 329 and by Mr. Justice Clifford in *Laramie v. Albany*, 92 U. S. 307, 308.” *Hill v. Boston*, 122 Mass. 344, 380.

*upon such a beneficial work, and withheld when it performs the service under the requirement of an imperative law."*¹²

§ 2627. Same—border line cases.

There has been much contention where two duties are more or less involved, the one a governmental duty as to which there is no liability, and the other a corporate duty as to which there is municipal liability. Take this case, for example: Suppose a city hall is occupied in part by officers whose duties are strictly governmental and in part by officers whose duties relate entirely to the business management of private property of the municipality from which an income is received, and a person coming into the building is injured, while in the elevator, by the negligence of the elevator pilot or because of defects in the elevator. Is the municipality liable? No rule is laid down for the solution of such a legal question, although it would undoubtedly be held in those states where municipalities are held not liable for negligence connected with the city hall, that the municipality was not liable without regard to where the person injured was going or whether the building was used principally for governmental or for corporate purposes.¹³ In Minnesota, the city of St. Paul was held not liable for the negligence of its elevator pilot, or for the negligent construction of the entrance to an elevator, where the elevator was in a courthouse and city hall, merely on the theory that the duty of providing and maintaining a city hall was a governmental one.¹⁴ So, in New York, a city was held not liable for injuries in a police station caused wholly by the negligence of the elevator pilot in leaving the elevator door open when the car had been removed to another floor,¹⁵ but there is much force in the dissenting opinion of Justice Haight in that case in which he con-

12. *Tindley v. Salem*, 137 Mass. 466, 53 N. W. 763, 18 L. R. A. 471, 50 Am. Rep. 289. 151.

13. § 2674, *post*.

15. § 2431, *ante*, vol. 5.

14. *Snider v. St. Paul*, 51 Minn.

6 McQ. 5

tended that the elevator pilot was not discharging a governmental function, although the elevator enabled the policeman to ride up and down, and that inasmuch as the pilot was not a policeman and had no duty to perform which pertained to a governmental function, the city should be held liable.¹⁶

In Pennsylvania, a comparatively recent decision holds a municipality liable for injuries resulting from the negligence of an elevator pilot, in a city hall, where the injured person was on his way to attend court in the building, without in any way considering the rule adopted in some states that courthouses and city halls are buildings for governmental functions so that the municipality is not liable for torts in connection therewith.¹⁷ And in Wisconsin a municipality has been held liable for negligence in the course of construction of a cistern for the use of the fire department, for protection against fire, where it was being done through the municipality's own private agencies and not through the fire department or its officers, or other officers of the municipality whose duty it was to perform such work.¹⁸ In Rhode Island, a municipality was held liable for negligence in the course of constructing a city hall, resulting in an injury to an employee working thereon, without in any way discussing whether the building of a city hall was or was not a governmental duty.¹⁹

Another illustration of mixed duties is afforded by a recent case in Colorado where a pedestrian tripped on a water hose at the intersection of streets in Denver where city employees were engaged in flushing a storm sewer. It was contended that the employees were engaged in a governmental act, the preservation of the public health. The court held, however, that the flushing of the

16. Dissenting opinion in *Wilcox v. Rochester*, 190 N. Y. 137, 82 N. E. 1119, 17 L. R. A. (N. S.) 741, rev'g 99 N. Y. S. 1020, 114 App. Div. 734.

17. *Fox v. Philadelphia*, 208

Pa. 127, 57 Atl. 356, 65 L. R. A. 214.

18. *Mulcairns v. Jamesville*, 67 Wis. 24, 32, 29 N. W. 565.

19. *McCaughey v. Tripp*, 12 R. I. 449.

sewer, "though done to preserve health and comfort, was not primarily in the performance of the public duty relating to the preservation of health, but was done in the discharge of the general duty of caring for the streets" and hence the city was liable.²⁰

On the border line, also, the Court of Appeals of New York held that the city of New York was not liable for the act of a bridge policeman, also under the duty of closing doors on a city railway over the Brooklyn Bridge, in arresting one who had assaulted the officer in a mixup connected with getting into the car, on the theory that although the latter be conceded to have acted as a servant in closing the car door yet in putting the passenger under arrest he was acting in his character of policeman and not within the scope of any employment as an agent or servant of the municipality.²¹

Another interesting case arose in Minnesota where horses on a bridge were frightened by the blowing of the steam whistle on the city waterworks building, in order to notify union men and city employees that their workday was over. It was contended that the city was not liable because in locating and blowing the whistle the city was exercising one of its governmental powers in the establishment and maintenance of its fire department and fire alarm system, but the federal court, per Justice Sanborn, held (1) that if the whistle had been blown in the exercise of the power to protect against fires the city would not be exempt from liability because the blowing of it was a public nuisance, where within about a hundred feet from a bridge, and was unnecessary, and (2) that the blast of the whistle was not blown by the city in the exercise of its power to protect its inhabitants against fire.²²

Other cases of this character are noted elsewhere,²³

20. Per Justice Musser in *Denver v. Maurer*, 47 Colo. 209, 106 Pac. 875.

21. *Woodhull v. New York*, 150 N. Y. 450, 44 N. E. 1038, rev'g on

this point 28 N. Y. S. 120, 76 Hun, 390.

22. *Winona v. Botzet*, 169 Fed. 321, 332-334, 94 C. C. A. 563.

23. §§ 2431, 2432, *ante*, vol. 5; § 2643, *post*.

including liability for defective *hydrants* or acts in connection therewith.²⁴

§ 2628. Legislative, judicial and discretionary duties distinguished from ministerial duties.

As a branch of the rule of nonliability of municipalities for torts in connection with the exercise of *governmental* functions, is the rule which distinguishes (1) ministerial duties from (2) legislative, judicial and discretionary functions. Where the duty is not governmental, but ministerial and absolute, as distinguished from legislative, discretionary, judicial or *quasi* judicial, the municipal corporation is liable for damages arising because of omission to perform it, or, for negligence in its execution.²⁵ However, the line between ministerial and legislative or judicial duties, is sometimes difficult to draw.²⁶ "The distinction would seem to necessarily rest upon a discretion had by the city to discharge or not discharge the duty because where the duty is absolute and imperative and the city has no discretion, the duty is ministerial, its discharge not depending on the exercise of judgment, but being required by law. It is by force of this reason for the distinction between ministerial and judicial duties that a duty which is judicial before the municipality has entered upon the performance of it, frequently becomes, when its performance is entered upon, ministerial. The municipality has a discretion to do or not to do the work; the duty is, therefore,

24. § 2683, *post*.

25. *Cummins v. Seymour*, 79 Ind. 491, 41 Am. Rep. 618; *Stackhouse v. Lafayette*, 26 Ind. 17, 89 Am. Dec. 450; *Roll v. Indianapolis*, 52 Ind. 547; *Kiley v. Kansas City*, 87 Mo. 103, 56 Am. Rep. 443; *Russell v. Columbia*, 74 Mo. 480, 490, 41 Am. Rep. 325. Compare with *Blumb v. Kansas City*, 84 Mo. 112; *Bassett v. St. Joseph*, 53 Mo. 290, 14 Am. Rep. 446; *Halpin v. Kan-*

sas City, 76 Mo. 335; *Gibson v. Huntington*, 38 W. Va. 177, 18 S. E. 447, 22 L. R. A. 561, 45 Am. St. Rep. 853.

When powers are imperative or discretionary. *Leavenworth & D. M. R. R. v. Platte Co.*, 42 Mo. 171; *St. J. & D. C. Ry. Co. v. Buchanan Co.*, 39 Mo. 485.

26. *Steinmeyer v. St. Louis*, 3 Mo. App. 256, 262.

judicial up to the time that it is determined to do the work; but when the work is ordered the law often requires that it be done in a particular manner, or that it be not done in a certain way, and, therefore, after the work is ordered, the duty of the municipality to do the work in the manner required and not to do it in the way forbidden, is ministerial. The municipality as to these two things has no discretion; as to them its judgment is superceded, controlled and directed by the requirements of the law, and its duty is to comply with these requirements."²⁷ And a municipal act is not necessarily legislative because it relates in a general way to a function of government, but if it substantially is of a local or corporate nature it will be classed as ministerial.^{27a}

There is, however, a line of authorities which hold that municipalities are liable for the negligent performance only of such ministerial public duties as are imposed upon them by law,²⁸ but not for the negligent performance of assumed duties which are permissive only; but this rule is rejected in other states on the ground that the performance of both duties is for the same general purpose, *i. e.*, the general welfare of the community.²⁹

As to the second class, *i. e.*, judicial, legislative and discretionary functions, the law is well settled, the only difficulty being, sometimes, in its application. Judicial and legislative functions are discretionary, and there is no liability for failure to exercise them or errors of

27. Per Hall, J., in *Young v. Kansas City*, 27 Mo. App. 101.

27a. *Brightwell v. Kansas City*, 153 Mo. App. 519, 134 S. W. 87.

28. The ministerial duty must be imposed by law. "There must, in every case, be a duty, since where there is no duty there can be no negligence." Thus, a municipality is under no duty "to protect the property of a citizen from injury from the walls of an adjacent building which the own-

er's negligence has permitted to become dangerous." *Anderson v. East*, 117 Ind. 126, 128, 129, 19 N. E. 726, 2 L. R. A. 712, 10 Am. St. Rep. 35.

29. *Bowden v. Kansas City*, 69 Kan. 587, 593, 77 Pac. 573, 66 L. R. A. 181, 105 Am. St. Rep. 187; *Rhobidas v. Concord*, 70 N. H. 90, 111, 47 Atl. 82, 51 L. R. A. 381, 85 Am. St. Rep. 604.

§ 2626, *ante*.

judgment in the exercise thereof.³⁰ When the municipal council acts in its legislative capacity for governmental purposes, the municipality is no more liable than the state would be for similar action taken by the legislature.³¹ Likewise, a municipality is not liable for a failure to exercise powers intrusted to the judgment and *discretion* of its proper authorities, or for errors committed in their exercise.³²

30. Local affairs are generally entrusted to local authorities while general affairs are left to the state legislature, although municipalities are given certain limited governmental powers, to be exercised on behalf of the state for the public welfare; and the manner and extent to which legislative and governmental powers so delegated for the public good are to be exercised, must rest, in a large measure, in their judgment and discretion, and, acting as state instrumentalities they cannot be held liable to individuals for a defect or negligence in the execution of such powers, unless a right of action is given by statute. *Toledo v. Cone*, 41 Ohio St. 149, 160.

"Legislative power, whether held by the law making authority of the state, or by municipal bodies, is in its nature governmental and discretionary" so that ordinarily no cause of action arises. *Burford v. Grand Rapids*, 53 Mich. 98, 100, 18 N. W. 571, 51 Am. Rep. 105.

31. *Hershberg v. Barbourville*, 142 Ky. 60, 133 S. W. 985.

32. *Alabama*. *Dargan v. Mobile*, 31 Ala. 469, 70 Am. Dec. 505.

Connecticut. *Judd v. Hartford*, 72 Conn. 350, 44 Atl. 510.

Indiana. *Vaughtman v. Waterloo*, 14 Ind. App. 649, 43 N. E. 476; *Stackhouse v. Lafayette*, 26 Ind. 17, 89 Am. Dec. 450; *Brinkmeyer v. Evansville*, 29 Ind. 187.

Maine. *Kelley v. Portland*, 100 Me. 260, 61 Atl. 180.

Minnesota. *Claussen v. Luverne*, 103 Minn. 491, 115 N. W. 643, 15 L. R. A. (N. S.) 698.

Missouri. *Carroll v. St. Louis*, 4 Mo. App. 191.

North Carolina. *Rosenbaum v. Newbern*, 118 N. C. 83, 24 S. E. 1, 32 L. R. A. 123; *Hill v. Charlotte*, 72 N. C. 55, 21 Am. Rep. 451.

But see *Gordon v. Omaha*, 71 Neb. 570, 99 N. W. 242, the authority of which is doubtful.

Failure of municipality to exercise discretionary powers will not render it liable. *Wilcox v. Chicago*, 107 Ill. 334, 47 Am. Rep. 434; *Robinson v. Evansville*, 87 Ind. 334, 44 Am. Rep. 770; *Wheeler v. Cincinnati*, 19 Ohio St. 19, 2 Am. Rep. 368.

City not liable to private action for damages resulting from a sunken hulk in the harbor because of failure to exercise the power conferred upon it, to clear out the harbor. *Goodrich v. Chicago*, 20 Ill. 445. In this case, Caton, C. J., observed (p. 448): "If the city authorities had undertaken

This applies, *inter alia*, to the enforcement of police regulations.³³ Thus, there is no municipal liability for omission to keep the peace or failure to exercise the police power generally; for neglect to make public improvements, such as to grade streets, construct sewers, drains, etc., improve harbors, maintain market houses, public baths, hospitals and eleemosynary institutions.³⁴ And a municipality may exercise its discretion to grade and prepare for use only the wagon roadway in part of a street, and it need not grade and improve the entire width of the street nor build sidewalks thereon, and therefore is not liable in damages for not having done so.³⁵

Other examples of nonliability, based on this ground, besides the failure to order public improvements,³⁶ are the failure to abate nuisances,³⁷ the granting, refusal or revocation of licenses,³⁸ and the failure to enact or enforce ordinances.³⁹

§ 2629. Same—judicial acts.

A municipality is not liable for imprisonment because of an irregular, erroneous or even void judgment, since errors in judgment on the part of officers exercising judi-

to remove this hulk, and in so doing had carelessly left it in an exposed position, by reason whereof the plaintiff's steamer had run against it and was injured, they might well have claimed damages for such negligence. But until they had assumed the responsibility of removing the wreck we cannot hold that they were bound to remove it, any more than to remove the sand bar at the mouth of the harbor, or to remove drift wood from the North Branch ten miles above the city."

Failure to properly maintain a reservoir "to supply water in case of fire," rule applied to.

Grant v. Erie, 69 Pa. St. 420, 8 Am. Rep. 272.

33. Henkel v. Detroit, 49 Mich. 249, 13 N. W. 611, 43 Am. Rep. 464.

§§ 2630, 2631, *post*.

34. Woods v. Kansas City, 58 Mo. App. 272, 279; Young v. Kansas City, 27 Mo. App. 101; Hinds v. Marshall, 22 Mo. App. 208.

35. Ely v. St. Louis, 181 Mo. 723, 729, 730, 81 S. W. 168.

§ 2742, *post*.

36. §§ 2634, 2735, 2745, 2691, *post*.

37. § 2641, *post*.

38. § 2632, *post*.

39. § 2631, *post*.

cial functions do not render a municipality liable.⁴⁰ An *error of a court* in rendering judgment is an exercise of judicial power, for which a municipality is not liable, at least where no corruption or malice is imputed.⁴¹

§ 2630. Same—exercise of police power.

The law is well settled that the police regulations of a municipality are not made or enforced in the interests of the local corporation in its private capacity but in the interests of the public, and that a municipal corporation is not liable for the acts of its officers in *attempting to enforce police regulations*.⁴² This applies not only to policemen but to any other officers, including health officers and the like, who may attempt to enforce police regulations. And police regulations include the making and enforcement of all such laws, ordinances and regulations as pertain to the comfort, safety, health, convenience, good order and welfare of the public, and all persons officially charged with the execution and enforcement of such police ordinances and regulations are, *quoad hoc*, police officers.⁴³

40. *Bartlett v. Columbus*, 101 Ga. 300, 28 S. E. 599, 44 L. R. A. 795, and note.

41. Thus, where a police judge renders an erroneous judgment in the prosecution of a violation of a municipal ordinance in a case in which he has undoubted jurisdiction, the city is not liable. *Crosdale v. Cynthiana*, 21 Ky. L. Rep. 36, 50 S. W. 977; *Bartlett v. Columbus*, 101 Ga. 300, 28 S. E. 599, 44 L. R. A. 795.

42. *Alabama*. *Dargan v. Mobile*, 31 Ala. 469, 70 Am. Dec. 505.

Arkansas. *Trammell v. Russellville*, 34 Ark. 105, 36 Am. Rep. 1.

Georgia. *Cook v. Macon*, 54 Ga. 468; *Harris v. Atlanta*, 62 Ga. 290.

Illinois. *Evans v. Kankakee*, 231 Ill. 223, 227, 83 N. E. 101;

Blake v. Pontiac, 49 Ill. App. 543; *Culver v. Streator*, 130 Ill. 238, 22 N. E. 810, 6 L. R. A. 270.

Iowa. *Calwell v. Boone*, 51 Ia. 687, 2 N. W. 614, 33 Am. Rep. 154.

Kansas. *Peters v. Lindsborg*, 40 Kan. 654, 20 Pac. 490.

Missouri. *Worley v. Columbia*, 88 Mo. 106.

Pennsylvania. *Elliott v. Philadelphia*, 75 Pa. 347, 15 Am. Rep. 591.

Negligence of officers in the exercise of police powers will not render the city liable. *Stinnett v. Sherman* (Tex. Civ. App.), 43 S. W. 847; *Clarke v. Chicago*, 159 Ill. App. 20.

43. *Culver v. Streator*, 130 Ill. 238, 22 N. E. 810, 6 L. R. A. 270. § 889, *ante*, vol. 3.

If an officer or agent of a municipality is engaged in the execution of police powers or regulations,—the term police power being used in its broad sense as extending to all matters affecting the peace, order, health, morals, convenience, comfort and safety of its citizens,—⁴⁴ the municipality is not liable for their torts in connection therewith, unless such liability is imposed by statute.⁴⁵ For instance, where a municipality, in the exercise of its police power, employs a person to cut the weeds and grass in an alley, the municipality is not liable for his negligence in operating the mower, resulting in personal injuries.⁴⁶

§ 2631. Same—failure to pass or to enforce ordinances.

The enactment of ordinances is a governmental function as is the enforcement thereof.⁴⁷ The “failure to pass a needful law or ordinance is plainly the omission by the state, or city as an agency thereof, of a public

44. § 889, *ante*, vol. 3.

45. Police power, not liable for improper or negligent exercise thereof.

Illinois. Robertson v. Marion, 97 Ill. App. 332.

Indiana. Cummins v. Seymour, 78 Ind. 491, 41 Am. Rep. 618.

Kansas. Caldwell v. Prunelle, 57 Kan. 511, 46 Pac. 949.

Michigan. Pontiac v. Carter, 32 Mich. 164.

Pennsylvania. Betham v. Philadelphia, 196 Pa. 302, 46 Atl. 448.

46. McFadden v. Jewell, 119 Ia. 321, 93 N. W. 302, 60 L. R. A. 401, 97 Am. St. Rep. 321.

47. “Making and enforcing ordinances regulating the use of streets brings into exercise governmental, and not corporate, powers, and the authorities are well agreed that for a failure to exercise legislative, judicial, or

executive powers of government there is no liability.” Failure to enforce ordinances as to the use of streets might be distinguished from the failure to enforce other ordinances in the exercise of police power, on the ground that the city is under obligation to maintain its streets in safe condition; yet, as seen above, even in cases of this sort the liability for failure to enforce ordinances is usually denied. When this element of the obligation to provide for the safety of its streets or other public premises is absent, the exemption of the city for failure to enforce ordinances, unless it is taken away by statute, seems to be established by the overwhelming weight of authority. Jones v. Williamsburg, 97 Va. 722, 34 S. E. 883, 47 L. R. A. 294,

governmental duty, for which no action lies.”⁴⁸ And a municipality is not liable either for failure to enact ordinances or for failure to enforce ordinances which have been enacted,⁴⁹ although the Maryland courts hold

48. *Jones v. Williamsburg*, 97 Va. 722, 34 S. E. 883, 47 L. R. A. 294.

Horse racing on streets, not liable for failure to prohibit by ordinance. *Marth v. Kingfisher*, 22 Okla. 602, 98 Pac. 436, 18 L. R. A. (N. S.) 1238.

49. *Colorado*. *Veraguth v. Denver*, 19 Colo. App. 473, 76 Pac. 539.

Georgia. *Tarbutton v. Tennille*, 110 Ga. 90, 35 S. E. 282; *Collins v. Savannah*, 77 Ga. 745; *Rivers v. Augusta*, 65 Ga. 376, 38 Am. Rep. 787; *Forsyth v. Atlanta*, 45 Ga. 152, 12 Am. Rep. 576.

Illinois. *Odell v. Schroeder*, 58 Ill. 353.

Indiana. *Wheeler v. Plymouth*, 116 Ind. 158, 18 N. E. 532, 9 Am. St. Rep. 837; *Fitch v. Seymour Water Co.*, 139 Ind. 214, 37 N. E. 982, 47 Am. St. Rep. 258; *Faulkner v. Aurora*, 85 Ind. 130, 44 Am. Rep. 1; *Lafayette v. Timberlake*, 88 Ind. 330.

Iowa. *Lahner v. Williams*, 112 Ia. 428, 84 N. W. 507; *Easterly v. Irwin*, 99 Ia. 694, 68 N. W. 919; *Ball v. Woodbine*, 61 Ia. 83, 15 N. W. 846.

Kentucky. *Arnold v. Stanford*, 113 Ky. 852, 24 Ky. L. Rep. 626, 69 S. W. 726.

Louisiana. Compare *New Orleans v. Peyroux*, 6 Mart. (N. S. La.) 155.

Michigan. *Henkel v. Detroit*, 49 Mich. 249, 13 N. W. 611, 43 Am. Rep. 464.

Missouri. *Ryan v. Kansas City*, 232 Mo. 471, 483, 134 S. W. 566, 985; *Moran v. Pullman Car Co.*, 134 Mo. 641, 651, 36 S. W. 659, 33 L. R. A. 755, 56 Am. St. Rep. 543; *Sallee v. St. Louis*, 152 Mo. 615, 54 S. W. 463; *Butz v. Cavanagh*, 137 Mo. 503, 38 S. W. 1104, 59 Am. St. Rep. 504; *Harman v. St. Louis*, 137 Mo. 494, 38 S. W. 1102; *Moore v. Cape Girardeau*, 103 Mo. 470, 476, 15 S. W. 755.

North Carolina. *Hull v. Roxboro*, 142 N. C. 453, 55 S. E. 351.

Ohio. *Mansfield v. Brister*, 76 Ohio St. 270, 81 N. E. 631, 10 L. R. A. (N. S.) 806; *Custer v. New Philadelphia*, 20 Ohio Cir. Ct. R. 177, 11 Ohio Cir. Dec. 9.

Oklahoma. *Marth v. Kingfisher*, 22 Okla. 602, 98 Pac. 436, 18 L. R. A. (N. S.) 1238.

Pennsylvania. *Smith v. Selinsgrove*, 199 Pa. 615, 49 Atl. 213.

Texas. *Stephenville v. Bower*, 29 Tex. Civ. App. 384, 68 S. W. 833.

United States. *Fowle v. Alexandria*, 3 Peters (U. S.) 398, 7 L. Ed. 719; *Clark v. Atlantic City*, 180 Fed. 598.

“Unless there be a valid contract creating, or a statute declaring, the liability, a municipal corporation is not bound to provide for and secure a perfect execution of its by-laws, and it is not responsible in a civil action for the neglect of duty on the part of its officers in respect to

the contrary.⁵⁰ But this general statement has been deemed misleading by that eminent law writer, the late Judge Thompson,⁵¹ in so far as it applies to *corporate* as distinguished from *governmental* functions.

This rule of nonliability applies although the charter makes it the duty of the mayor, councilmen and chief of police to enforce diligently all ordinances the council may enact.⁵² So it is also held that there is no liability

their enforcement, though such neglect results in injuries to private persons, which would otherwise not have happened." Municipalities "do not become insurers of the property within their corporate limits from destruction by reason of the neglect or refusal of their officers and agents to enforce their ordinances." *Hines v. Charlotte*, 72 Mich. 278, 283, 284, 40 N. W. 333, 1 L. R. A. 844.

No liability for failure to enforce ordinance as to storing inflammable oil. *Roberts v. Cincinnati*, 5 Ohio Dec. 361.

City not liable for failure to exercise its charter power to abate nuisances nor for failure to enforce ordinance forbidding nuisances unless by such failure a public nuisance is created, as by rendering streets unsafe and dangerous. *Miller v. Newport News*, 101 Va. 432, 44 S. E. 712, and see § 2641, *post*.

Duty imposed by statute. *Baltimore v. Marriott*, 9 Md. 160, 66 Am. Dec. 326; *Pittsburgh v. Grier*, 22 Pa. St. 54, 60 Am. Dec. 65.

Repeal of franchise ordinance. A municipality may repeal a street railroad franchise ordinance without becoming liable in any manner, where it is not concerned in its private capacity in

such franchise. *Edson v. Olathe*, 81 Kan. 328, 105 Pac. 521, rehearing denied in 82 Kan. 4, 107 Pac. 539.

50. In Maryland, it is held that merely passing ordinances for the public good and to protect persons and property, is not sufficient, but the municipality must in addition make a vigorous attempt to enforce them. *Hagerstown v. Klotz*, 93 Md. 437, 49 Atl. 836, 54 L. R. A. 940, 86 Am. St. Rep. 437 (person knocked down by bicycle), and cases cited; *State v. Miller*, 194 Fed. 775, 781; *Havre de Grace v. Fletcher*, 112 Md. 562, 77 Atl. 114.

When a municipal corporation has powers conferred upon it to be exercised for the public good, the exercise of the powers is not merely discretionary, but imperative. The municipal corporation will be liable for a failure to enforce them to any one receiving damages therefrom, who is himself not in fault. *Cochrane v. Frostburg*, 81 Md. 54, 31 Atl. 703, 27 L. R. A. 728, 48 Am. St. Rep. 479. See also, *Baltimore v. Marriott*, 9 Md. 160, 66 Am. Dec. 326.

51. *Thomp.*, Neg., vol. 5, § 5789.

52. *Veraguth v. Denver*, 19 Colo. App. 473, 76 Pac. 539.

arising from the fact that an ordinance has been suspended.⁵³ Likewise, there is generally no liability even though the ordinances relate to the use of streets, provided the failure to pass or enforce an ordinance does not result in an actionable defect in a street or the creation of a nuisance.⁵⁴

To *illustrate*, municipal liability is denied for failure to enforce such ordinances as the following: ordinance forbidding the unlawful use of the streets, as by *coasting*, (unless such use amounts to the maintenance of a

53. *Fifield v. Phoenix*, 4 Ariz. 283, 36 Pac. 916, 24 L. R. A. 430 (ordinance forbidding discharge of fireworks); *Hill v. Charlotte*, 72 N. C. 55, 21 Am. Rep. 451 (ordinance forbidding firecrackers).

54. The rule that a municipal corporation is not liable for the non-exercise of its legislative powers, or for failure to enforce its ordinances, should be reasonably applied. If the city permits something to exist on its *streets* and *public ways*, by license or otherwise, which constitutes a nuisance and which may seriously interfere with a reasonable use of such ways by travelers in the ordinary modes, no sound reason can be advanced to excuse municipal liability in event of damage directly resulting from such nuisance. This would constitute a sound exception to the rule under consideration, which exception is recognized by the decisions. Thus, in a New York case, it was held that a city is liable for injury to property by an explosion of fireworks constituting a dangerous public nuisance, when the display was made under a permit given by the mayor of the city

acting under authority of a city ordinance. *Speir v. Brooklyn*, 139 N. Y. 6, 34 N. E. 727, 21 L. R. A. 641, 36 Am. St. Rep. 664.

Prior to this decision the same court held that the granting of a license, even though authorized by ordinance, to an individual, permitting him to keep wagons on the highway, and a person passing under one of them was damaged by its falling upon him because of the collision of the wagon in question with an ice wagon properly passing along the street, would render the city liable. The court found that the wagons in the street constituted a public nuisance maintained by the city, and that the city could not thus make use of its legislative power. *Cohen v. New York*, 113 N. Y. 532, 21 N. E. 700, 4 L. R. A. 406, 10 Am. St. Rep. 506. Approved in *Speir v. Brooklyn*, *supra*. The theory is that the duty as to nuisances "never ceases and it can not be avoided by the passing of ordinances or the failure to pass them." *Landau v. New York*, 180 N. Y. 48, 72 N. E. 631, 105 Am. St. Rep. 709.

public nuisance);⁵⁵ ordinance prohibiting swine, cattle or other animals from running at large;⁵⁶ ordinance as to erection of wooden buildings within certain limits;⁵⁷ ordinance forbidding the use of *fire works* within the corporate limits;⁵⁸ ordinance directing the city to remove obstructions in a navigable river.⁵⁹ Likewise the same rule has been enforced with respect to failure to enact and enforce ordinances to prevent *riding of bicycles on sidewalks*.⁶⁰

55. *Lafayette v. Timberlake*, 88 Ind. 330; *Faulkner v. Aurora*, 85 Ind. 130, 44 Am. Rep. 1; *Burford v. Grand Rapids*, 53 Mich. 98, 18 N. W. 571, 51 Am. Rep. 105.

§ 2771, *post*.

56. *Collins v. Savannah*, 77 Ga. 745; *Rivers v. Augusta*, 65 Ga. 376, 38 Am. Rep. 787; *Levy v. New York*, 1 Sandf. (N. Y.) 465; *Kelley v. Milwaukee*, 18 Wis. 83.

Killing vicious dogs. The adoption of an ordinance requiring the marshal and police officers of a municipality to take up or kill vicious dogs found running at large in the street is the exercise of a governmental power and in the absence of statute the municipality is not liable for failure to enforce such ordinance. *Addington v. Littleton*, 50 Colo. 623, 115 Pac. 896, 34 L. R. A. (N. S.) 1012.

57. *Harman v. St. Louis*, 137 Mo. 494, 38 S. W. 1102; *Forsyth v. Atlanta*, 45 Ga. 152, 12 Am. Rep. 576.

58. *Arizona*. *Fifield v. Phoenix*, 4 Ariz. 283, 36 Pac. 916, 24 L. R. A. 430.

Iowa. *Ball v. Woodbine*, 61 Ia. 83, 15 N. W. 846, 47 Am. Rep. 805.

Massachusetts. *Morrison v. Lawrence*, 98 Mass. 219.

North Carolina. *Hill v. Charlotte*, 72 N. C. 55, 21 Am. Rep. 451; *Love v. Raleigh*, 116 N. C. 296, 21 S. E. 503, 28 L. R. A. 192.

Ohio. *Robinson v. Greenville*, 42 Ohio St. 625, 630, 51 Am. Rep. 857.

Pennsylvania. *McDade v. Chester*, 117 Pa. St. 414, 12 Atl. 421, 2 Am. St. Rep. 681; *Norristown v. Fitzpatrick*, 94 Pa. St. 121, 39 Am. Rep. 771.

West Virginia. *Bartlett v. Clarksburg*, 45 W. Va. 393, 31 S. E. 918, 43 L. R. A. 295, 72 Am. St. Rep. 817.

Wisconsin. See *Aron v. Wausau*, 98 Wis. 592, 74 N. W. 354, 40 L. R. A. 733.

§ 2660, *post*.

59. *Coonley v. Albany*, 10 N. Y. S. 512, 57 Hun, 327.

60. *Tarbutton v. Tennille*, 110 Ga. 90, 35 S. E. 282; *Millett v. Princeton*, 167 Ind. 582, 79 N. E. 909; *Rogers v. Binghamton*, 92 N. Y. S. 179, 101 N. Y. App. Div. 352, *aff'd* in 186 N. Y. 595, 79 N. E. 1115; *Walker v. New York*, 95 N. Y. S. 121, 107 N. Y. App. Div. 351; *Bryant v. Orangeburg*, 70 S. C. 137, 49 S. E. 229; *Jones v.*

§ 2632. Same—granting, refusing or revoking license.

A municipality is not liable in damages for the wrongful refusal of its officer to issue a license,⁶¹ at least if the granting of a license is discretionary.⁶² Likewise, a municipality is not liable “for losses consequent on it having misconstrued the extent of its powers in granting a license which it had not authority to grant” without taking a bond which “its own ordinances had been supposed to require, and which might protect those who transacted business with the person acting under the license.”⁶³ So a municipality is not liable in damages for *revoking a license*, even where without any just cause,⁶⁴ especially where the revocation is void.⁶⁵ And where a municipality has granted a permit to erect a manufactory on a certain lot, with the knowledge that steam power would be necessary to run the machinery, the modification of such permit after the building was erected, by forbidding the use of a steam engine therein, does not make the municipality liable, since it may abate a nuisance.⁶⁶

In granting a franchise to a street railway company to use the streets of a municipality, it acts in a purely governmental capacity,⁶⁷ and this is equally true as to the repealing of a franchise to use the streets.⁶⁸

However, in an early case in Tennessee, a municipality

Williamsburg, 97 Va. 722, 34 S. E. 883, 47 L. R. A. 294.

61. *Butler v. Moberly*, 131 Mo. App. 172, 177, 110 S. W. 682.

62. *Irving v. Highlands*, 11 Colo. App. 363, 53 Pac. 234; *Butler v. Moberly*, 131 Mo. App. 172, 110 S. W. 682.

63. Per Chief Justice Marshall in *Fowle v. Alexandria*, 3 Pet. (U. S.) 398, 7 L. Ed. 719, license to auctioneer, no bond, plaintiff injured by fraudulent conduct of auctioneer.

64. *Ison v. Griffin*, 98 Ga. 623,

25 S. E. 611 (liquor license); *Claussen v. Luverne*, 103 Minn. 491, 496, 115 N. W. 491, 15 L. R. A. (N. S.) 698.

See § 1008, *ante*, vol. 3.

65. *Lerch v. Duluth*, 88 Minn. 295, 92 N. W. 1116.

66. *Wood v. Hinton*, 47 W. Va. 645, 35 S. E. 824.

67. *Edson v. Olathe*, 81 Kan. 328, 331, 105 Pac. 521.

68. *Edson v. Olathe*, 81 Kan. 328, 105 Pac. 521.

§ 1662, *ante*, vol. 4.

was held liable for the loss of property by an explosion of gunpowder which resulted from the lunacy of a druggist to whom the common council had granted a license with knowledge at the time that he was insane.⁶⁹

In Massachusetts, it is held that a licensing board, "whether a special commission, or the mayor and aldermen or the selectmen, do not act as the agents of the city or town, but as public officers specially designated in that behalf, and, in the absence of any statute to the contrary, the city or town is not answerable for their acts as such officers."⁷⁰

§ 2633. Defects in plan of construction.

There is a more or less apparent conflict in the decisions in regard to the liability of municipal corporations for injuries resulting from defective plans adopted by them in constructing public buildings or improvements, including streets, sidewalks, sewers, etc. The laws as to liability for defective plans for sewers is treated hereafter in another section.⁷¹ Some of the decisions seem to hold flatly, without qualification, that there is no liability for defects in plans.⁷² Immunity from liability

69. *Cole v. Nashville*, 4 Sneed (Tenn.) 162.

70. *McGinnis v. Medway*, 176 Mass. 67, 68, 57 N. E. 210.

71. §§ 2693, 2694, *post*.

72. *Augusta v. Little*, 115 Ga. 124, 41 S. E. 238; *Urquhart v. Ogdensburg*, 91 N. Y. 67, 71, 43 Am. Rep. 91, 97 N. Y. 238; *Monk v. New Utrecht*, 104 N. Y. 552, 11 N. E. 268; *Owen v. New York*, 126 N. Y. S. 38, 141 App. Div. 217, 221; *Roch v. Ogdensburg*, 30 N. Y. S. 450, 80 Hun, 467; *Rhinelander v. Lockport*, 14 N. Y. S. 850, 60 Hun, 582.

Plan for sidewalk. In deciding to construct a very smooth sidewalk, a municipality acts in a judicial capacity and is not

liable to one injured by slipping on the sidewalk. *Austin v. Dunkirk*, 124 N. Y. S. 248, 140 App. Div. 44.

Comfort stations, rule applied to. *Pitman v. New York*, 125 N. Y. S. 941, 141 App. Div. 670.

In Connecticut, under the statute, the neglect on which an action is founded must be a neglect of *repair*; and a defect in the plan upon which the highway was constructed is not within the statute. *Hoyt v. Danbury*, 69 Conn. 241, 37 Atl. 1051.

In Michigan, the early cases denied municipal liability for defects in plans. *Detroit v. Beckman*, 34 Mich. 125, 22 Am. Rep. 507; *Lansing v. Toolan*, 37 Mich.

is sometimes placed on the ground that municipalities are in the exercise of legislative power in the adoption

152. See also *Shippy v. Au Sable*, 65 Mich. 494, 32 N. W. 741; *Davis v. Jackson*, 61 Mich. 530, 28 N. W. 526. But later decisions, rendered since the enactment of the statute making municipalities liable for defects in streets, seem to have overruled the earlier decisions. *Malloy v. Walker Tp.*, 77 Mich. 448, 43 N. W. 1012, 6 L. R. A. 695, and see *Sebert v. Alphena*, 78 Mich. 165, 43 N. W. 1098. And it has been held that the statute applies to defect of plan. *Schrader v. Port Huron*, 106 Mich. 173, 175, 63 N. W. 964. In another case, a distinction was drawn between governmental and corporate functions, and it was held, as to the building of a market house, that a "city must be held to the same degree of care, not only in the construction, but in the plan of the construction itself, as would a private corporation or an individual." *Barron v. Detroit*, 94 Mich. 601, 606, 54 N. W. 273, 19 L. R. A. 452, 34 Am. St. Rep 366.

In Missouri, if "an injury results from a danger inherent in the plan adopted, the city is not liable. But if the danger has arisen from negligent construction or maintenance of the place, it is liable." *Gallagher v. Tipton*, 133 Mo. App. 557, 113 S. W. 674, followed in *Hays v. Columbia*, 159 Mo. App. 431, 141 S. W. 3. See also *Jordan v. Hannibal*, 87 Mo. 673, 675.

"There are, ordinarily, many preliminary questions to be settled before the details of any pub-

lic work (whether it be of purely local or general interest) can be arranged. These are questions which call into force the governmental powers of the corporations. They concern, ordinarily, the expediency of doing the proposed work, and the general manner in which it shall be done. And upon these and similar questions municipal corporations act without responsibility. It is for them to decide in what manner they shall exercise their discretionary and judicial powers, and they incur no liability because of their decisions upon these questions. Thus, in regard to drains and sewers, it is ordinarily for the corporation to decide when it shall have a system of drainage and sewerage, how extensive the system shall be, and what amount of money the corporation shall expend on it. These are questions within the province of the municipality as a governmental agency, and the courts can not review its conclusions in regard to them. And, until they are settled, and some specific work is decided upon, the legal obligation to exercise care is not brought to life. But as soon as the corporation has determined to construct a public work it enters upon an undertaking which, in all its details, should be subordinated to the rule requiring the use of care, for the work is then ministerial." *Jones, Neg. Munic. Corp.*, § 140, quoted with approval in *Donahoe v. Kansas City*, 136 Mo. 657, 666, 38 S.

of plans for local improvements,⁷³ and sometimes on the ground that the exercise of the power to make local improvements is judicial or *quasi-judicial*, and hence the municipality is not responsible for errors of judgment.⁷⁴ However, to be immune from liability, the plan must be one formally adopted by the municipality itself, since the rule should not be extended.⁷⁵

The rule generally adopted, however, although there is some conflict even among the cases holding that there is a liability for defective plans,—and the one which is consonant with reason,—is that a municipality is not liable for mere errors in judgment in adopting plans,⁷⁶ but is liable if the municipality has been negligent in adopting defective plans, especially if the result is a dangerous condition in a street.⁷⁷

W. 571, and Goodnow, Home Rule, pp. 127, 128.

The rule that when a city undertakes the execution of public work, it is liable for negligence in the performance of such work does not usually apply to defective legislation. *Saxton v. St. Joseph*, 60 Mo. 153.

73. *Detroit v. Beckman*, 34 Mich. 125, 22 Am. Rep. 507.

74. *Urquhart v. Odensburg*, 91 N. Y. 67, 43 Am. Rep. 91.

75. *Collett v. New York*, 64 N. Y. S. 693, 51 App Div. 394, 398; *Urquhart v. Ogdensburgh*, 97 N. Y. 238; *Brown v. Syracuse*, 28 N. Y. S. 792, 77 Hun, 411; *Ford v. Des Moines*, 106 Ia. 94, 75 N. W. 630.

No plan adopted where the design is left to the whim or fancy of a single individual. *Hodges v. Waterloo*, 109 Ia. 444, 449, 80 N. W. 523.

Necessary that board have the exact matter under consideration,

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and expressly order the thing to be done, after due deliberation. *Gould v. Topeka*, 32 Kan. 485, 4 Pac. 822, 49 Am. Rep. 496.

If no general plan of improvement has been presented to and adopted by the council, defect regarded as one of construction rather than plan. *White v. Trinidad*, 10 Colo. App. 327, 52 Pac. 214; *Clark v. Chicago*, Fed. Cas. No. 2,817, 4 Biss. 486.

76. *Chicago v. Norton Milling Co.*, 97 Ill. App. 651; *North Vernon v. Voegler*, 103 Ind. 314, 2 N. E. 821; *Glaconi v. Astoria*, 60 Ore. 12, 113 Pac. 855, 118 Pac. 180, 37 L. R. A. (N. S.) 1150.

77. *Alabama*. *Birmingham v. Lewis*, 92 Ala. 352, 9 So. 243.

Illinois. *Chicago v. Seben*, 165 Ill. 371, 46 N. E. 244, 56 Am. St. Rep. 245.

Iowa. *Ferguson v. Davis County*, 57 Ia. 601, 608, 10 N. W. 906 (bridge); *Kendall v. Albia*, 73 Ia. 241, 34 N. W. 833.

This rule is also applied to defects in plans for the

Kentucky. Breckman v. Covington, 143 Ky. 444, 136 S. W. 865.

Minnesota. Blyhl v. Waterville, 57 Minn. 115, 58 N. W. 817, 47 Am. St. Rep. 596.

Missouri. Hinds v. Marshall, 22 Mo. App. 208.

Nebraska. Plainview v. Mendelson, 65 Neb. 85, 90 N. W. 956.

Ohio. Circleville v. Sohn, 59 Ohio St. 285, 52 N. E. 788, 69 Am. St. Rep. 777; Dayton v. Pease, 4 Ohio St. 80, 95.

Texas. Belton v. Turner (Tex. Civ. App.), 27 S. W. 831.

Washington. Stone v. Seattle, 30 Wash. 65, 70 Pac. 249, 67 L. R. A. 252.

See also Wilson v. Atlanta, 60 Ga. 473; White v. Ballard, 19 Wash. 284, 53 Pac. 159; Prideaux v. Mineral Point, 43 Wisc. 513, 28 Am. Rep. 558.

Negligent plan of construction. "The authorities of a municipality may, free from interference, determine whether a public improvement such as the construction or repairing of a street or sidewalk is not necessary, and also exercise their discretion in the selection of a plan therefor, but if the plan adopted is palpably unsafe to travelers, or the work be so negligently performed as to make the street or sidewalk dangerous for use, the municipality would be liable for injuries resulting to persons therefrom." Covington v. Bollwinkle (Ky.), 121 S. W. 664.

"It is the duty of the municipal corporation to exercise reasonable

care in providing a plan, as well as in doing the work." Per Elliott, C. J., in Terre Haute v. Hudson, 112 Ind. 542, 544, 13 N. E. 686.

"Any particular plan that may be adopted must be a reasonable one," says the Court of Appeals of Maryland, "and the manner of its execution thence becomes, with respect to the right of the citizens, a mere ministerial duty." Hitchins v. Frostburg, 68 Md. 100, 11 Atl. 826, 6 Am. St. Rep. 422.

Custom. It is no defense that the sidewalk was constructed in the manner customarily adopted by the municipality. Weber v. Creston, 75 Ia. 16, 39 N. W. 126.

Ohio. "Liable for injuries caused by a dangerous defect or obstruction in a street or sidewalk which it suffers to remain after reasonable notice of its existence, although it arose in the construction or alteration of the street or sidewalk in accordance with a plan adopted by the municipal authorities." Circleville v. Sohn, 59 Ohio St. 285, 52 N. E. 788, 69 Am. St. Rep. 777. But compare Dayton v. Taylor, 62 Ohio St. 11, 56 N. E. 480.

Indiana rule, § 2693, *post*, relating to sewers.

In Pennsylvania, an early decision might be construed as holding the contrary. Perry v. John, 79 Pa. 412.

But the later cases in Pennsylvania all recognize the liability for a defective plan of construction but hold that the plan of construction need not be the best

construction of *bridges*, and the municipality is liable

that engineering skill might have devised. *Robinson v. Norwood*, 27 Pa. Super. Ct. 481. Need not be the best and safest plan, if reasonably safe. *Red v. Tarentum*, 213 Pa. 357, 62 Atl. 928.

A well paved street, forty feet wide in the center, with twenty-two feet on each side with a rise of from twelve to eighteen inches, is not unsafe so as to show negligence. *Johnson v. Philadelphia*, 139 Pa. 646, 21 Atl. 316.

In Illinois, it is held that a jury has no right "to review the discretion of the city authorities in adopting a plan of construction," and also that "a *negligent* plan of construction, where the court can not say as a matter of law that such plan of construction was negligent, does not present a case which should be submitted to a jury." *Owens v. Chicago*, 162 Ill. App. 196, 199, 200.

In Washington, "a city can not relieve itself from liability for defective streets because the defect may be part of an original plan of construction." *Stone v. Seattle*, 30 Wash. 65, 70 Pac. 249, 67 L. R. A. 253.

In Utah, it is held that "the execution of the plans adopted may not be arrested or the plans reviewed by either a court or a jury, unless it is made to appear that they are conceived in bad faith, or that they are oppressive or clearly unreasonable, or are arbitrary, or capricious, or that their execution would inflict great and needless injury." Per Justice

Frick in *Morris v. Salt Lake City*, 35 Utah, 474, 486, 101 Pac. 373.

Nebraska rule. In planning a public work, municipal corporations are required to exercise reasonable care and judgment, and if the services of professional men or experts are needed, the municipality should employ those who have the necessary knowledge and skill. *Diamond Match Co. v. New Haven*, 55 Conn. 510, 13 Atl. 409, 3 Am. St. Rep. 70; *Watters v. Omaha*, 76 Neb. 855, 107 N. W. 1007. When that course has been pursued in good faith, and the work has been carried on and completed as planned, the municipality can not be held liable, unless the improvement is so manifestly dangerous or a nuisance that all reasonable minds must agree that it is so. *Gould v. Topeka*, 32 Kan. 485, 4 Pac. 822, 49 Am. Rep. 496; *Watters v. Omaha*, 76 Neb. 855, 107 N. W. 1007; *Shannon v. Omaha*, 73 Neb. 507, 103 N. W. 53.

Oregon. "A municipality ought not to be upheld by the courts in the heedless adoption, under the guise of legislation, of some crude scheme which can not be accomplished without the infliction of direct, as distinguished from consequential, injuries upon some of its citizens. To hold otherwise would be a long step towards sanctioning the ruthless exercise of arbitrary power. Immunity for mere error of judgment in matters of governmental cognizance ought not be overturned or impaired; but when public works are planned with such carelessness as to

where there is negligence in making defective plans.⁷⁸ Even under this rule, it is held in Minnesota that if reasonable minds might differ as to whether the plan adopted or some other plan is the better, the decision of the municipal authorities is not reviewable by the courts,⁷⁹ although the same decision holds that "if there is such gross error of judgment as to show that in fact the city authorities never exercised an intelligent judgment at all, the city may be liable for constructing or maintaining the improvement on the defective plan or

amount to absence of judgment, the reason of the rule falls, and the application thereof falls with it." Per Justice Barnett in *Giaconi v. Astoria*, 60 Ore. 12, 113 Pac. 855, 118 Pac. 180, 37 L. R. A. (N. S.) 1150.

78. Bridge, negligence in plan makes municipality liable. *Ferguson v. Davis County*, 57 Ia. 601, 608; *McDonald v. Duluth*, 93 Minn. 206, 100 N. W. 1102; *Jordan v. Hannibal*, 87 Mo. 673, 676; *Dayton v. Pease*, 4 Ohio St. 80, 95 (liable for defect in plan of bridge, arising from the carelessness or unskillfulness of city engineer).

Municipality must "adopt a plan approved by competent mechanics as suitable for the place at which the bridge was to be built, and * * * see that its construction was conducted by reasonably competent builders." *Childs v. Crawford County*, 176 Pa. St. 139, 149, 34 Atl. 1020.

79. *Conlon v. St. Paul*, 70 Minn. 216, 72 N. W. 1073; *McDonald v. Duluth*, 73 Minn. 206, 100 N. W. 1102.

Where plan, prepared by experts, is not so obviously defective that there could be no difference of opinion among reasonable

men with respect to it, the municipality is not liable. *Walters v. Omaha*, 76 Neb. 855, 107 N. W. 1007.

Not negligence *per se* to construct a sidewalk thirty inches above the ground without any danger signal. *Sumner v. Scaggs*, 52 Ill. App. 551.

In Kansas, "where a street, as planned or ordered by the governing board of a city, is so manifestly dangerous that a court, upon the facts, can say as a matter of law that it was dangerous and unsafe, * * * the city should be held liable; but where, upon the facts, it would be so doubtful whether the street, as planned or ordered by the governing board of the city, was dangerous or unsafe or not—that different minds might entertain different opinions with respect thereto—* * * the city should be held not liable. *Gould v. Topeka*, 32 Kan. 485, 493, 4 Pac. 822, 49 Am. Rep. 496.

In Kentucky, if the plan adopted is one "palpably unsafe to travelers," the municipality is liable. *Teager v. Flemingsburg*, 109 Ky. 746, 60 S. W. 718, 53 L. R. A. 791, 95 Am. St. Rep. 400.

scheme adopted.”⁸⁰ And in Oregon it is held that the employment of a competent engineer to draw plans and specifications does not necessarily show the exercise of ordinary care, but the municipality may nevertheless be liable for defective plans.⁸¹

Furthermore, liability for a defective plan resulting in injury to a traveler or other person, and not to his land, is not governed by the same rule applicable where one's premises are *directly damaged* because of the manner in which the municipality has planned and carried out its work;⁸² since in the latter case a municipality cannot adopt a plan which will practically take private property for public use without compensation.⁸³

80. *Conlon v. St. Paul*, 70 Minn. 216, 218, 72 N. W. 1073.

81. *Glaconi v. Astoria*, 60 Ore. 12, 113 Pac. 855, 118 Pac. 180, 37 L. R. A. (N. S.) 1150.

82. *Jones, Neg. of Mun. Corp.*, § 142.

83. **Direct injury to property.** The whole superstructure of the liability of municipal corporations for negligence and trespasses upon property should be built upon the idea that private property can not be taken (nor damaged in some states) for public use without just compensation. In support of this view it is argued that “there can be no distinction on principle between the case where a municipal corporation—let us say in prosecuting some public work within its charter powers—unlawfully damages my property or injures my person, and where acting for its own purposes and within the general scope of its charter powers, it takes my property. Damaging is a smaller injury than taking, and any principle that will sustain a liability for damaging

will sustain a liability for taking.” Article by Judge Seymour D. Thompson 33 Am. L. Rev., p. 708. So far as the constitutional rights of the property owner are trespassed upon, it is immaterial whether this results from negligence in the doing of the work, or from a defective plan. In either case the city has violated the constitution, and no good reason is perceived why it should be permitted to protect itself because of a defective plan, however conscientiously it may have been conceived upon the part of the officers or agents who prepared it. Therefore, it appears logical to conclude that in all cases where there has been a damage to, or taking of, private property by the direct act of the city, liability to private action should lie. The right of an individual to the occupation and enjoyment of his premises is exclusive, and the public authorities have no more liberty to trespass upon such property than has a private individual or corporation. The discretion reposed in the au-

§ 2634. Construction or repair of public improvements or works.

Generally, there is no municipal liability for defective *plans* in constructing buildings or public improvements or other public works.⁸⁴ In addition, the questions arise (1) as to whether the act of ordering improvements, or the failure to act, is a ground of municipal liability, and further (2) whether a municipality is liable for its negligence in the course of carrying out the public improvement *i. e.*, executing the plan of improvement adopted.

As to the first proposition it seems to be well settled that it is discretionary with the municipality whether or not to order public improvements or work, and hence a municipality will not be held liable for its act or failure to act in the initiation of such an undertaking.⁸⁵ This includes, *inter alia*, the opening of streets,⁸⁶ the construction of sidewalks,⁸⁷ removal of overhanging

thorities by a municipal charter, and the general principles of law applicable, relating to the character of plans, never gives, and never could give, authority to appropriate the freehold of a citizen without compensation, whether it be done through an actual taking of it for streets or buildings, or by flooding it so as to interfere with the owner's possession. His property right is appropriated in the one case as much as in the other.

§ 2693, *post*, as to sewers.

84. § 2633, *ante*.

85. *Hines v. Nevada*, 150 Ia. 620, 130 N. W. 181; *Pitman v. New York*, 125 N. Y. S. 941, 141 App. Div. 670.

Cities are under a political obligation to open such streets, construct such bridges, sewers and drains, market houses, and make

such other urban improvements as the necessity and convenience of the community may require; but courts can not compel the performance of such duties, or hold them responsible for their non-performance. *Joliet v. Verley*, 35 Ill. 58, 85 Am. Dec. 342.

Failure to make public improvements. Municipality not liable unless they are made necessary by some act of its own. *Stackhouse v. Lafayette*, 26 Ind. 17, 89 Am. Dec. 450; *Logansport v. Wright*, 25 Ind. 512; *Roll v. Indianapolis*, 52 Ind. 547.

86. "No private action will lie either for failure to locate a street or for its mislocation." *Cassidy v. St. Joseph* (Mo. 1912), 152 S. W. 307.

87. *Van Gorder v. Seneca Falls*, 104 N. Y. S. 299.

§ 2745, *post*, next chapter.

limbs of trees,⁸⁸ etc.

As to the second question, except in a few states where a contrary rule is held,⁸⁹ it is equally well settled that a municipality acts ministerially in constructing and repairing public improvements or work, including streets, and hence is liable to persons injured by negligence in the performance of such duties,⁹⁰ and this is true not-

88. The failure of a city to remove a limb of a tree overhanging a sidewalk and constituting a danger to persons passing, is neglect of a governmental duty for which it is not liable. *Dyer v. Danbury*, 85 Conn. 128, 81 Atl. 958.

89. See next section.

90. *Illinois*. *Chicago v. Norton Milling Co.*, 97 Ill. App. 651, aff'd in 196 Ill. 580, 63 N. E. 1043.

Indiana. *Valparaiso v. Spaeth*, 166 Ind. 14, 76 N. E. 514, rev'g on rehearing 74 N. E. 518 (improvement of county road in city by county officers—city liable); *Greencastle v. Martin*, 74 Ind. 449, 39 Am. Rep. 93.

Hawaii. *Matsumura v. Hawaii County*, 19 Hawaii, 18, 21 Am. & Eng. Ann. Cas. 1338.

Iowa. *Hines v. Nevada*, 150 Ia. 620, 130 N. W. 181; *Hendershott v. Ottumwa*, 46 Ia. 658, 26 Am. Rep. 182; *Templin v. Iowa City*, 14 Ia. 59, 81 Am. Dec. 455; *Cotes v. Davenport*, 9 Ia. 227.

Kansas. *Leavenworth v. Casey, McMahon* (Kan.) 124.

Maryland. *Thillman v. Baltimore*, 111 Md. 131, 73 Atl. 722.

Michigan. *Lansing v. Toolan*, 37 Mich. 152.

Missouri. *Barree v. Cape Girardeau*, 197 Mo. 382, 95 S. W. 330, 6 L. R. A. (N. S.) 1090, 114 Am. St. Rep. 763 (where city held lia-

ble for assault by employee engaged in repair of street); *Ely v. St. Louis*, 181 Mo. 723, 81 S. W. 168.

Nebraska. *Burke v. South Omaha*, 79 Neb. 793, 113 N. W. 241; *Tewksbury v. Lincoln*, 84 Neb. 571, 121 N. W. 994.

New York. *Rochester White Lead Co. v. Rochester*, 3 N. Y. 463, 53 Am. Dec. 316; *New York v. Bailey*, 2 Denio (N. Y.) 433.

Ohio. *Dayton v. Pease*, 4 Ohio St. 80, 100.

Oregon. *Glaconi v. Astoria*, 60 Ore. 12, 113 Pac. 855, 118 Pac. 180, 37 L. R. A. (N. S.) 1150.

Washington. *Engelking v. Spokane*, 59 Wash. 446, 110 Pac. 25.

Wisconsin. *Milwaukee v. Davis*, 6 Wis. 377.

See also *Johns v. Cincinnati*, 45 Ohio St. 278, 12 N. E. 801, where cost of work was met by the county, and county commissioners constructed the road under the direction of the board of public works of the city.

Construction and repair of highways is the exercise of corporate power. *Engelking v. Spokane*, 59 Wash. 446, 110 Pac. 25.

City liable for negligently allowing gravel bank to cave and injure others. *Winfield v. Peeden*, 8 Kan. App. 671, 57 Pac. 131.

Municipal corporation held liable for negligence of its street

withstanding the improvements are a public benefit,⁹¹ except perhaps where a building is being constructed for public use, such as a court house or the like.⁹² So, it has been held in Missouri, a municipality is liable

commissioner and a foreman while acting within the scope of their employment causing injuries to a mule hired by the municipality, though the contract of hiring was invalid because not made in compliance with charter requirements. *Houston v. Dupree* (Tex. 1910), 126 S. W. 1115, 129 S. W. 173.

Duty to keep streets in repair is not a governmental duty. *Hewitt v. Seattle*, 62 Wash. 377, 113 Pac. 1084.

Improvement of park, however, where city has merely a license to occupy the land as a park, held a governmental function, and city held not liable. *Russell v. Tacoma*, 8 Wash. 156, 35 Pac. 605, 40 Am. St. Rep. 895.

Removal of obstructions from streets is a corporate and not a governmental duty. *Scott v. New York*, 50 N. Y. S. 191, 27 App. Div. 240.

Building of bridge is a corporate act. *Conrad v. Ithaca*, 16 N. Y. 158, 173.

Commissioners of public works, appointed by the mayor, are agents of the city. *Niven v. Rochester*, 76 N. Y. 619, 621.

Village trustees, who are by charter made commissioners of highways, are the agents of the municipality. *Conrad v. Ithaca*, 16 N. Y. 158.

Michigan. Notwithstanding the rule in Michigan has long obtained that municipalities are not

usually responsible in damages for the neglect of persons in public office, unless made so by statute, (*Detroit v. Blackeby*, 21 Mich. 84, 4 Am. Rep. 450, approved in *O'Leary v. Board of Fire & Water Com'rs*, 79 Mich. 281, 285, 44 N. W. 608, 7 L. R. A. 170, 19 Am. St. Rep. 169), yet at an early day the supreme court of that state established the principle, in recognition of the private character of the municipal corporation, that where a city is engaged in making a work which is its private property as a municipality, and not a mere public easement, and done under city employment or contract, it is responsible for injuries caused by neglect in its process of construction, as it is for any such action as directly injures private property. *Detroit v. Corey*, 9 Mich. 165, 80 Am. Dec. 78, approved 79 Mich. 285; *Ashley v. Port Huron*, 35 Mich. 296, 24 Am. Rep. 552; *Defer v. Detroit*, 67 Mich. 346, 34 N. W. 680.

Massachusetts holds the contrary, as to the construction and repair of streets, under the regular highway officers (see next section) but has held city liable for negligence in widening and deepening a brook. *Boston Belting Co. v. Boston*, 149 Mass. 44, 46, 20 N. E. 320.

91. *Cherryvale v. Studyvin*, 76 Kan. 285, 91 Pac. 60, 11 L. R. A. (N. S.) 385.

92. § 2672 *et seq.*, *post.*

for the acts of its servant, while repairing streets, in *assaulting a traveler*, in the line of his duty, on the theory that the repair of streets is not a *governmental duty*.⁹³

This rule of liability applies, *inter alia*, to the construction of sewers,⁹⁴ waterworks,⁹⁵ grading of streets,⁹⁶ etc. So if the *negligent* use of a *steam roller* is the cause of the injury, the municipality is ordinarily held liable,⁹⁷ except in those states where the construction and maintenance of a street is held a public, rather than a corporate, duty.⁹⁸

A municipal corporation however, "does not insure its citizens against damage from works of its construction and is only liable as other proprietors for negligence or willful misconduct."⁹⁹ And where municipal im-

93. *Barree v. Cape Girardeau*, 197 Mo. 382, 95 S. W. 330, 6 L. R. A. (N. S.) 1090, 114 Am. St. Rep. 763.

94. § 2695, *post*.

95. *Logansport v. Dick*, 70 Ind. 65, 36 Am. Rep. 166.

§ 2680, *post*.

96. *Leavenworth v. Casey, McMahon* (Kan.), 124.

97. *Steam roller. City liable where horse frightened by. Denver v. Peterson*, 5 Colo. App. 41, 36 Pac. 1111; *Paine v. Rochester*, 14 N. Y. S. 180, 59 Hun, 627.

Fire set by sparks from steam roller. City liable. McMahon v. Dubuque, 107 Ia. 62, 77 N. W. 517, 70 Am. St. Rep. 143.

In Kentucky, however, city held not liable for frightening horse through negligence in handling a steam roller on theory that improvement and construction of streets was a governmental duty. *Danville v. Fox*, 142 Ky. 476, 134 S. W. 883.

In Michigan, city held not lia-

ble for destruction of private property by fire caused by sparks from street roller being used in improving a street. *Alberts v. Muskegon*, 146 Mich. 210, 109 N. W. 262, 6 L. R. A. (N. S.) 1094.

Where no negligence. A municipal corporation possesses the right to use any proper implement run by steam for the purpose of constructing or repairing its streets, and, in the absence of carelessness or negligence in its management, it has been held not liable for damages occasioned by a horse becoming frightened thereat. *Sparr v. St. Louis*, 4 Mo. App. 573.

98. *Hall v. Concord*, 71 N. H. 367, 371, 52 Atl. 864, 58 L. R. A. 455; *Bates v. Rutland*, 62 Vt. 178, 20 Atl. 278, 9 L. R. A. 363, 22 Am. St. Rep. 95, stone crusher.

§ 2635, *post*.

99. *Baltimore v. Schnitker*, 84 Md. 34, 44, 34 Atl. 1132.

The care required of a municipal corporation in the execu-

provements are made with ordinary care and skill, the municipality will not be held liable for *injury resulting to adjacent property*.¹

§ 2635. Same—minority rule.

In Connecticut, Maine, Massachusetts, New Hampshire, and Vermont, in which states there is no common law liability for defective streets, it is held that there is no common law liability of municipalities for negligence of the regular officers or their *employees* in constructing or repairing streets.² On just what theory these cases

tion of a public work is such as a reasonably prudent and careful man, under like circumstances, would use, if the responsibility for damages rested on him. *Giaconi v. Astoria*, 60 Ore. 12, 118 Pac. 180, rev'g 113 Pac. 855, 37 L. R. A. (N. S.) 1150.

1. § 1968, *ante*, vol. 4.

2. *Salzman v. New Haven*, 81 Conn. 389, 71 Atl. 500, 22 L. R. A. (N. S.) 333; *Bowden v. Rockland*, 96 Me. 129, 51 Atl. 815 (not liable for negligence of street commissioner in rebuilding a retaining wall); *Gilpatrick v. Biddeford*, 86 Me. 534, 30 Atl. 99 (not liable for trespass of street commissioner in building sewers); *Bulger v. Eden*, 82 Me. 352, 19 Atl. 829, 9 L. R. A. 205; *Woodcock v. Calais*, 66 Me. 234 (is liable where street commissioner acts under express authority of city); *Smith v. Gloucester*, 201 Mass. 329, 334, 87 N. E. 626; *Murphy v. Needham*, 176 Mass. 422, 57 N. E. 689; *Taggart v. Fall River*, 170 Mass. 325, 49 N. E. 622; *McManus v. Weston*, 164 Mass. 263, 41 N. E. 301, 31 L. R. A. 174; *Hennessey v. New Bedford*, 153 Mass. 260, 26 N. E. 999; *Barney v. Lowell*, 98 Mass. 570;

Haskell v. New Bedford, 108 Mass. 208, 211; *Connor v. Manchester*, 73 N. H. 233, 60 Atl. 436; *Hall v. Concord*, 71 N. H. 367, 52 Atl. 864, 58 L. R. A. 455; *Wakefield v. Newport*, 62 N. H. 624; *Bates v. Rutland*, 62 Vt. 178, 20 Atl. 278, 9 L. R. A. 363, 20 Am. St. Rep. 95.

See *Kidson v. Bangor*, 99 Me. 139, 58 Atl. 900, liability for failure to repair sewers.

Not liable for a trespass committed by its road commissioners while in the discharge of their public duties. *Clark v. Easton*, 146 Mass. 43, 14 N. E. 795.

Provision in ordinance that surveyor of highways should act under the direction of the mayor and aldermen does not make him the agent of the city. *Butman v. Newton*, 179 Mass. 1, 8, 60 N. E. 401, 88 Am. St. Rep. 349.

Repair of streets is a governmental duty, and village is not liable for acts of its trustees and street commissioner in locating a stone crusher too near the highway. *Bates v. Rutland*, 62 Vt. 178, 20 Atl. 278, 9 L. R. A. 363, 22 Am. St. Rep. 95.

Trespass. If street superintendent, in performing the duty

are decided, it is often difficult to determine. Some of the decisions would seem to be based on the ground that the municipality cannot control the officers, such as highway surveyors or street commissioners,³ while other decisions are based apparently on the ground that the duty to construct and repair streets is governmental.⁴

In Massachusetts, it is well settled that if a municipality, in place of leaving the repair of its ways to the

of removing obstructions from the public ways, under the general laws of the state, enters upon the land of an individual, under the mistaken belief that the land is a public way, the city is not liable for the trespass. *Manners v. Haverhill*, 135 Mass. 165, 171.

Cutting down shade trees. Board of aldermen in performing such duties act as public officers and not as agents of the city. *McCarthy v. Boston*, 135 Mass. 197, 200.

Steam roller. Not liable for negligence of commissioner of highways of city in operating a steam roller. *Hall v. Concord*, 71 N. H. 367, 52 Atl. 864, 58 L. R. A. 455, Justice Remick dissenting.

Contra, *Barksdale v. Lawrens*, 58 S. C. 413, 36 S. E. 661, under South Carolina statute.

Stone crusher. Crushing stones at quarry, some ten miles away, for use to repair city streets, is a governmental duty, and city not liable for negligence of its servants in doing the work. *Colwell v. Waterbury*, 74 Conn. 568, 51 Atl. 520, 57 L. R. A. 218.

In Maine, "it is well settled, by decisions too numerous and familiar to require citation, that a highway surveyor or street commissioner in repairing ways is,

and acts as, a public officer; and the municipality within whose limits he acts and which appointed him and furnished him funds for the work, is not liable for his torts, *unless it has interfered and itself assumed the control and direction of the work, and of the surveyor or commissioner.*" *Bowden v. Rockland*, 96 Me. 129, 133, 51 Atl. 815.

Failure to remedy defect—exception to rule. Regardless of who created a defect in a street, whether an agent of the municipality or not, a municipality is liable, after the lapse of a reasonable time, for failure to remedy it. *Clair v. Manchester*, 72 N. H. 231, 55 Atl. 935.

3. **Assistant superintendent of streets,** not under control of city except by general orders or ordinances passed. City not liable for his negligence. *Jensen v. Waltham*, 166 Mass. 344, 44 N. E. 339; *McCann v. Waltham*, 163 Mass. 344, 40 N. E. 20.

4. **Exemption from liability** does not rest on the ground that the municipality has no control over the highway surveyor or the road commissioner. *Butman v. Newton*, 179 Mass. 1, 6, 60 N. E. 401, 88 Am. St. Rep. 349.

surveyor of highways, or to road commissioners, who are the public officers designated by the statutes to see that the streets are kept in safe condition, undertakes to make the repairs by its own agents, it is liable for injuries caused through their negligence.⁵ So, in Massachusetts, it is held that if a city lights its streets as a matter of convenience and safety for those having occasion to use them, "*without being required by law to undertake the performance of such a duty*," the superintendent of lamps for this purpose becomes its servant, for whose negligent conduct in their maintenance the city is responsible, at common law, for negligence in the management of its corporate property.⁶

Furthermore, the rule in Massachusetts does not extend to *sewers*, and municipalities in that state are liable for negligence in the work of constructing sewers,⁷ and the same rule prevails in New Hampshire.⁸

§ 2636. Cleaning streets—dumping grounds.

The cleaning of streets by flushing them or otherwise, the removal of dirt and ashes by wagons, and the maintenance and care of dumps, is held a governmental duty in some jurisdictions so as to preclude a recovery against the municipality for negligence in connection therewith,⁹

5. *Butman v. Newton*, 179 Mass. 1, 5, 6, 60 N. E. 401, 88 Am. St. Rep. 349; *Hawks v. Charlemont*, 107 Mass. 414. See also *Hunt v. Boston*, 183 Mass. 303, 306, 67 N. E. 244; *Prince v. Lynn*, 149 Mass. 193, 21 N. E. 296; *Waldron v. Haverhill*, 143 Mass. 582, 10 N. E. 481; *Sullivan v. Holyoke*, 135 Mass. 273.

6. *Dickinson v. Boston*, 188 Mass. 595, 75 N. E. 68, 1 L. R. A. (N. S.) 664.

7. *Norton v. New Bedford*, 166 Mass. 48, 51, 43 N. E. 1034.

8. *Lockwood v. Dover*, 73 N. H. 209, 61 Atl. 32.

§ 2695, *post*.

9. *Love v. Atlanta*, 95 Ga. 129, 22 S. E. 29, 51 Am. St. Rep. 64; *Kippes v. Louisville*, 140 Ky. 423, 131 S. W. 184, 30 L. R. A. (N. S.) 1161; *Condict v. Jersey City*, 46 N. J. L. 157; *Kuehn v. Milwaukee*, 92 Wis. 263, 65 N. W. 1030.

Flushing streets. A municipality flushing its streets for the benefit of its inhabitants and the public generally, from which it derives no profit, exercises a governmental function, and is not liable to one injured by the negligence of its employees while so engaged, or from a defective hose used in such work. *Kippes v.*

where there has been no creation of a *nuisance*.¹⁰ In other states, however, the contrary is held, on the theory that the duty is a *quasi-private* and corporate duty.¹¹

Louisville, 140 Ky. 423, 131 S. W. 184, 30 L. R. A. (N. S.) 1161.

Not liable for the negligence of a driver of one of its sprinkling carts in colliding with and overturning another vehicle, thereby injuring the occupant. Conelly v. Nashville, 101 Tenn. 262, 46 S. W. 565.

10. Liability where nuisance is created, § 2641, *post*.

11. Ostrom v. San Antonio, 94 Tex. 523, 62 S. W. 909, rev'g 60 S. W. 591. See also Stephenville v. Bower, 29 Tex. Civ. App. 384, 68 S. W. 833.

The hauling of trash and dirt by one in the service of a municipality is the exercise of a private or corporate duty. Pass Christian v. Fernandez (Miss. 1911), 56 So. 329.

Massachusetts. The removal of ashes by a city from the premises of private persons is a public duty and municipality is not liable for negligence. Haley v. Boston, 191 Mass. 291, 77 N. E. 888, 5 L. R. A. (N. S.) 1005; Johnson v. Somerville, 195 Mass. 370, 81 N. E. 268, 10 L. R. A. (N. S.) 715. Municipalities are not liable to one run over by an ash cart, through the negligence of the driver, while engaged in the removal of ashes. Haley v. Boston, 191 Mass. 291, 77 N. E. 888, 5 L. R. A. (N. S.) 1005. Not liable for the intentional act of a municipal servant in dumping ashes on the land of a third person, so as to result in stopping a

water course and flooding a cellar. Johnson v. Somerville, 195 Mass. 370, 81 N. E. 268, 10 L. R. A. (N. S.) 715. Fact that charge was made for the removal of steam engine ashes is immaterial, where ashes removed at time of accident were not that kind. Haley v. Boston, 191 Mass. 291, 77 N. E. 888, 5 L. R. A. (N. S.) 1005.

New York. Municipality is liable for negligence of its employees in cleaning the streets. Missano v. New York, 160 N. Y. 123, 54 N. E. 744, where child was killed by horse attached to ash cart of street cleaning department. Is liable for negligence in connection with removing dirt from streets, and ashes and garbage from abutting residences. The duty is *quasi private*. Quill v. New York, 55 N. Y. S. 889, 36 App. Div. 476, overruling Bishop v. New York, 48 N. Y. S. 141, 21 Misc. Rep. 598, and Davidson v. New York, 54 N. Y. S. 51, 24 Misc. Rep. 560.

In Missouri, it is held that "the better rule is that a city is liable for the negligence of its servants in cleaning its streets." Young v. Metropolitan St. R. Co., 126 Mo. App. 1, 8, 103 S. W. 135. "In this case, the city was not acting in a governmental capacity for the general public good, in protecting the health of the community, as perhaps it might have been had the act complained of been the establishment of a pesthouse, or

The latter class of cases, regarding the duty as an essentially private one, resting originally on the individual property owner, and assumed by the municipality merely for the convenience and advantage of its citizens, would seem to be consistent with the historical development of the assumption of such duties by municipalities, and the result appears to be in accord with the general tendency shown by recent cases to broaden the liability of public corporations for the tortious acts of their agents. So, a federal court held the city of Denver liable for fire communicated by a public dump where the waste and refuse of the city was deposited, on the theory that the officers in control of the dump represented the local or corporate interests of the city rather than the state in its sovereign capacity.¹²

the enforcement of ordinances against contagious diseases, and the like. Here the servant of the city was engaged in removing dirt from the streets which, if left upon them, might make them unsafe, or at least, inconvenient for travel. Mud and dirt, in some situations, result in injury to travelers and render the city liable in damages. In this case, the servant was engaged in removing piles of dirt, which, as just intimated, if left remaining, would have rendered the city liable if damage had been caused by them. Thus considered, we believe that in holding the city liable, we are not opposing numerous cases in counsel's brief cited for the purpose of freeing the city from responsibility for the acts of its officers or servants in protecting the public health. But even in determining the general question, the fact that the act may be helpful to the general health, or may,

in some remote degree, be referable to governmental regulation, ought not to control. Those features of the case should be considered more as incidental than as the sole purpose." Per Justice Ellison, in *Young v. Metropolitan St. R. Co.*, 126 Mo. App. 1, 103 S. W. 135. But where a street cleaner was killed by a runaway team employed in the street cleaning department, the city was held not liable. *Cassidy v. St. Joseph* (Mo. 1912), 152 S. W. 306, disapproving of *Young v. Metropolitan St. R. Co.*, 126 Mo. App. 1, 103 S. W. 135.

In disposing of garbage, a municipality acts in its private capacity, and is therefore liable for injury caused adjacent property owners by a nuisance created by a deposit of garbage. *Paris v. Jenkins*, 57 Tex. Civ. App. 383, 122 S. W. 411.

12. *Denver v. Porter*, 126 Fed. 288, 61 C. C. A. 168.

§ 2637. Ultra vires acts.

The general rule is well settled that if the alleged tort is in connection with an act which is wholly *ultra vires*, i. e., beyond the scope of the power of the municipality, no liability for damages arises, as against the municipality;¹³ and an opinion of the Supreme Court of the

13. *California*. Dunbar v. Alcalde, etc. of San Francisco, 1 Cal. 355.

Colorado. Idaho Springs v. Woodward, 10 Colo. 104, 14 Pac. 49.

Florida. Scott v. Tampa, 62 Fla. 275, 55 So. 983, where municipal officers entered premises of labor union and ejected them from the building without any apparent reason therefor.

Georgia. Langley v. Augusta, 118 Ga. 590, 45 S. E. 486, 98 Am. St. Rep. 133; Roughton v. Atlanta, 113 Ga. 948, 39 S. E. 316; Augusta v. Mackey, 113 Ga. 64, 38 S. E. 339.

Illinois. Chicago v. Turner, 80 Ill. 419.

Indiana. Leeds v. Richmond, 102 Ind. 372, 1 N. E. 711; Shelby County v. Deprez, 87 Ind. 509; Cummins v. Seymour, 79 Ind. 491, 41 Am. Rep. 618, 622.

Kentucky. Arnold v. Stanford, 113 Ky. 852, 24 Ky. L. Rep. 626, 69 S. W. 726.

Louisiana. Fauchaux v. St. Martinville, 120 La. 764, 45 So. 600; Walling v. Shreveport, 5 La. Ann. 660, 52 Am. Dec. 608; Hoggard v. Monroe, 51 La. Ann. 683, 25 So. 349, 44 L. R. A. 477.

Maine. Brunswick Gas Light Co. v. Brunswick, 92 Me. 493, 43 Atl. 104; Seele v. Dearing, 79 Me. 343, 10 Atl. 45, 1 Am. St. Rep. 314.

Maryland. Horn v. Baltimore, 30 Md. 218.

Massachusetts. Cavanaugh v. Boston, 139 Mass. 426, 1 N. E. 834, 52 Am. Rep. 716; McCarthy v. Boston, 135 Mass. 197; Anthony v. Adams, 1 Metc. (Mass.) 284.

Minnesota. Boye v. Albert Lea, 74 Minn. 230, 76 N. W. 1131.

Missouri. Stealey v. Kansas City, 179 Mo. 400, 78 S. W. 599; Hunt v. Boonville, 65 Mo. 620, 27 Am. Rep. 299.

New Hampshire. Wakefield v. Newport, 60 N. H. 374.

New Jersey. Wheeler v. Essex Public Road Board, 39 N. J. L. 291.

New York. O'Donnell v. Syracuse, 184 N. Y. 1, 76 N. E. 738, 3 L. R. A. (N. S.) 1053, 112 Am. St. Rep. 558; Smith v. Rochester, 76 N. Y. 506; Albany v. Cunliff, 2 N. Y. 165; Brennan v. Albany, 121 N. Y. S. 895, 67 Misc. Rep. 42. And compare, Stoddard v. Saratoga Springs, 127 N. Y. 261, 27 N. E. 1030.

North Carolina. Barger v. Hickory, 130 N. C. 550, 41 S. E. 708; Love v. Raleigh, 116 N. C. 296, 21 S. E. 503, 28 L. R. A. 192.

Oklahoma. Wallace v. Norman, 9 Okl. 339, 60 Pac. 108, 48 L. R. A. 620.

Pennsylvania. Betham v. Philadelphia, 196 Pa. St. 302, 46 Atl. 448.

United States in 1885, to the contrary, has not been followed and stands practically alone,¹⁴ except possibly in Iowa,¹⁵ in denying that *ultra vires* is a defense in ac-

South Dakota. Wilson v. Mitchell, 17 S. D. 515, 97 N. W. 741, 65 L. R. A. 158, 106 Am. St. Rep. 784.

Utah. Royce v. Salt Lake City, 15 Utah, 401, 49 Pac. 290.

United States. Fowle v. Alexandria, 3 Pet. (U. S.) 398, 7 L. Ed. 719; Kansas City v. Lemen, 57 Fed. 905, 6 C. C. A. 627.

Canada. Atchison v. Portage la Prairie, 10 Manitoba, 39; Pocock v. Toronto, 27 Ont. 635.

Ultra vires. Even though the officers of the corporation, when transcending the power of the corporation act *colore officii*, and upon pretence of law, their acts can no more bind the corporation than can the unauthorized acts of any other agent bind his principal. Horn v. Baltimore, 30 Md. 218.

As to liability of the municipality for *ultra vires* acts of its officers there is no distinction between acts arising out of contract or in tort. Healdsburg Electric L. & P. Co. v. Healdsburg, 5 Cal. App. 558, 90 Pac. 955.

An *ultra vires* act by a municipal corporation cannot be made the basis of an action for damages, whether done at the express direction of its employees or agents or not. Bond v. Royston, 130 Ga. 646, 61 S. E. 491; Dilluvio v. New York, 132 N. Y. S. 531, 73 Misc. Rep. 122.

But if, in clearing the bank of a stream of trespassers in pursuance of directions from the town council, the mayor of a town does

so in an irregular manner, the town is liable. Fauchaux v. St. Martinville, 124 La. 959, 50 So. 809.

Failure to repair bridge outside corporate limits. Where a bridge was erected across a river by authority of a statute, but it was outside the corporate limits of the municipality, and there was no statutory or other authority of the municipality to maintain the bridge or to keep it in repair or to raise money for that purpose, the municipality was not liable for injuries resulting from allowing the bridge to get out of repair. Montezuma v. Law, 1 Ga. App. 579, 57 S. E. 1025.

Burden of proof. A municipality is *prima facie* liable for unlawfully demolishing a private building by its board of trustees, and the burden is on it to show that the act was *ultra vires*. Fauchaux v. St. Martinville, 120 La. 764, 45 So. 600.

14. Salt Lake City v. Hollister, 118 U. S. 256, 6 Sup. Ct. 1055, 30 L. Ed. 176.

15. In Iowa, however, there are decisions which on their face would warrant the deduction that *ultra vires* is no defense in that state to an action against a municipality for a tort. Fitzgerald v. Sharon, 143 Ia. 730, 121 N. W. 523; Shinnick v. Marshalltown, 137 Ia. 72, 114 N. W. 542. And in Stanley v. Davenport, 54 Ia. 463, 2 N. W. 1064, 37 Am. Rep. 216, a municipality was held liable for

tions against municipalities based on torts. However, the rule does not apply, it seems, in courts of *admiralty*.¹⁶

In other words, if a municipality goes beyond the powers the legislature has expressly conferred upon it, and also beyond the powers necessarily incident to the powers expressly conferred, there is no municipal liability for torts in connection therewith.¹⁷ However, the defense of *ultra vires* can be interposed only where the act complained of was wholly beyond the powers of the municipality. If the wrongful act in question is one which the municipality had the right to do under some circumstances or in some manner, then it is not *ultra vires*. Thus, since the laying out and construction of highways is within the general powers of a municipality, the act of the common council in wrongfully and without right directing the officers of the municipality to enter upon private land for that purpose is not *ultra vires*.¹⁸ "If the act is committed outside of the authority and power of the corporation as conferred by statute, the corporation is not liable, whether its officers directed its performance, or it was done without any express direction or command."¹⁹

injuries resulting from the use of a steam motor in the streets, even though it was held that the municipality had no authority to grant a franchise to use the streets for that purpose. The general rule, however, was followed in *Field v. Des Moines*, 39 Ia. 575, 18 Am. Rep. 46. And it is doubtful whether the courts of that state would hold, at the present time, contrary to all the other states, that *ultra vires* (the term being used in its strict sense) is not a defense, in a case where a nuisance is not involved.

16. *The Major Reybold*, 111 Fed. 414.

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17. What contracts are *ultra vires*, in general, § 1172, *ante*, vol. 3.

18. *Hathaway v. Osborne*, 25 R. I. 249, 55 Atl. 700.

19. *Smith v. Rochester*, 76 N. Y. 505, 506, quoted in *Cummins v. Seymour*, 79 Ind. 49, 41 Am. Rep. 618.

In order to render a municipal corporation liable, the acts complained of must have been in the exercise of some power conferred on it by its charter or other positive enactment. *Radford v. Clark* (Va. 1912), 73 S. E. 571.

For example, a municipality is not liable for the *maliciously suing out of an injunction* without probable cause, since such an act would be *ultra vires* and beyond the scope of authority of the municipal officers, and would become the personal and individual act of the officers so acting.²⁰ So, a municipality which grants a mining company the permission to build a flume in its streets, is not liable to adjoining property, it having no power to make the grant.²¹ So there is no liability for injuries caused by the operation by it of an *electric light plant* which it had no power to operate,²² nor for injuries due to the operation of a public *ferry* which the municipality has no power to operate,²³ nor for damages to private property caused by its *construction of a sewer* in such a way as to create a nuisance, where it had no power to construct the sewer.²⁴ Likewise, a city is not liable for injury caused by *blasting in a rock quarry*, whereby plaintiff's horse became frightened and injured plaintiff, if its operation of the quarry was unauthorized.²⁵ So the disinterment and removal of bodies from a *cemetery* by a municipal officer, where no authority therefor is conferred on the municipality, is a trespass, for which the municipality is not liable.²⁶

This rule of nonliability is also the rule, it has been held, where the municipality is acting under an *unconstitutional statute*.²⁷

20. *Doyle v. Sandpoint*, 18 Idaho, 654, 659, 112 Pac. 204.

21. *Idaho Springs v. Filtean*, 10 Colo. 104, 14 Pac. 49.

22. *Posey v. North Birmingham*, 154 Ala. 511, 45 So. 663, 15 L. R. A. (N. S.) 711.

Not liable for negligence in operating electric light plant to furnish light for private use where it has no power to furnish electricity to private persons. *Palestine v. Siler*, 225 Ill. 630, 80 N. E. 345.

23. *Hoggard v. Monroe*, 51 La.

Ann. 683, 25 So. 349, 44 L. R. A. 477.

24. *Atwood v. Biddeford*, 99 Me. 78, 58 Atl. 417.

25. *Radford v. Clark* (Va. 1912), 73 S. E. 571.

26. *Cemeteries*. City not liable for act of its officers in disinterring and removing the remains of a person buried in a cemetery owned by the city, where the act is *ultra vires*. *McDonald v. Butler*, 10 Ga. App. 845, 74 S. E. 573.

27. *Albany v. Cunliff*, 2 N. Y. 165.

§ 2638. Same—lawful acts unlawfully done, distinguished.

Where the act done by a municipal officer or agent is lawful and authorized, but performed in an unlawful manner, the municipality is liable for damages caused thereby, provided it is otherwise liable.²⁸ And where the servants and employees of a city act wrongfully in the performance of municipal work, the fact that the city had an ordinance prohibiting the act will not relieve it from liability for damages therefor.²⁹

§ 2639. Same—wilful or malicious acts not necessarily ultra vires.

A municipality as a legal entity cannot commit a wilful or negligent act, but can only do so through its agents or servants.³⁰ And a municipality is liable for the wilful or malicious act of its agents, where done within the scope of their duties, although there is no ratification of the act by the municipality.³¹

§ 2640. Same—acts under, or enforcing, void ordinances.

No liability is created against a municipal corporation by acts of its officers done under an unconstitutional or void ordinance enacted in the exercise of governmental powers, and a municipality is not liable in damages to a person arrested under a void ordinance passed in the exercise of its governmental functions.³² So the enforce-

28. *Scott v. Tampa* (Fla. 1911), 51 So. 983.

"It is the general rule in this state in this class of cases that the corporation is liable for the acts of its agents injurious to others, when the act is in its nature lawful and authorized, but done in an unlawful manner or unauthorized place, but it is not liable for injuries and tortious acts which are in their nature unlawful or prohibited." *Worley v. Columbia*, 88 Mo. 106.

29. *Flannagan v. Bloomington*, 156 Ill. App. 162.

30. *Tomlin v. Hildreath*, 65 N. J. L. 438, 47 Atl. 649.

31. *Ysleta v. Babbitt*, 8 Tex. Civ. App. 432, 436, 28 S. W. 702.

32. *Arkansas*. *Franks v. Holly Grove*, 93 Ark. 250, 124 S. W. 514; *Trammell v. Russellville*, 34 Ark. 105, 36 Am. Rep. 1, where the attempt was to enforce a void ordinance against retailing liquors, the court says municipal corporations are created by the state for

ment of a void ordinance by arrest is not actionable al-

political objects, and invested with a portion of governmental power to be exercised for local purposes connected with the public good. For acts done by them in their public capacity and in the discharge of the duties imposed upon them for the public benefit, cities and towns incur no liability to persons who may be affected or injured by them. So that, neither for the act of the council in passing a void ordinance nor of the mayor in issuing warrants, nor of the marshall in executing them and making the arrests, is the town liable.

Georgia. Bond v. Royston, 130 Ga. 646, 61 S. E. 491, 18 L. R. A. (N. S.) 409; Bartlett v. Columbus, 101 Ga. 300, 28 S. E. 599, 44 L. R. A. 795.

Illinois. Chicago v. Turner, 80 Ill. 419.

Indiana. All the laws and ordinances intended to secure the peace and good order, or to preserve the health and morals, of the public are in the nature of police regulations and are essentially governmental in character. Their enactment and enforcement are functions of the sovereignty, and they are designed for the benefit of the public. An officer whose duty it is in whole or in part to enforce observance of such ordinances while so engaged is acting for the public, and is not the agent of the municipal corporation in its corporate capacity. Laurel v. Blue, 1 Ind. App. 128, 27 N. E. 301. In this case the marshal was attempting to make an arrest with-

out a warrant, under an ordinance alleged to be illegal, and the court said he was attempting to execute a public duty, and for this the town cannot be held responsible. The court also says that it is unnecessary to pass upon the question of the validity of the ordinance, thereby intimating that that question was immaterial as affecting the question of liability.

Iowa. Easterly v. Irwin, 99 Ia. 694, 68 N. W. 919.

Kansas. Caldwell v. Prunelle, 57 Kan. 511, 46 Pac. 949.

Kentucky. Herschberg v. Barbourville, 142 Ky. 60, 133 S. W. 985 (ordinance making it unlawful to smoke cigarettes); Board of Park Com'rs v. Prinz, 127 Ky. 460, 105 S. W. 948, 32 Ky. L. Rep. 359, in effect, overruling McGraw v. Marion, 98 Ky. 673, 34 S. W. 18, 17 Ky. L. Rep. 1254, 47 L. R. A. 593; Kippes v. Louisville, 140 Ky. 423, 131 S. W. 184; Twyman v. Frankfort, 117 Ky. 518, 78 S. W. 446, 25 Ky. L. Rep. 1620, 64 L. R. A. 572; Maydwell v. Louisville, 116 Ky. 885, 76 S. W. 1091, 25 Ky. L. Rep. 1062, 63 L. R. A. 655, 105 Am. St. Rep. 245; Taylor v. Owensboro, 98 Ky. 271, 32 S. W. 948, 17 Ky. L. Rep. 856, 56 Am. St. Rep. 361; Bean v. Middlesborough, 22 Ky. L. Rep. 415, 57 S. W. 478; Pollock v. Louisville, 13 Bush, 221, 26 Am. Rep. 260. In Taylor v. Owensboro, 98 Ky. 271, 32 S. W. 948, an arrest was made for a breach of the peace, and it appeared that the ordinance under which the arrest purported to be made was void, but the arrest

though the revenues arising from the enforcement of

was held to be authorized by a state statute. The court, however says that the absence of the statute would have made no difference, that municipal corporations are auxiliaries of the state government. The officers charged with keeping the peace are officers of the commonwealth and a breach of the peace is an offense against the commonwealth, so that the municipal corporation is not liable for the acts of its officers in making a wrongful arrest for such breach. The court further says that the case rests on the ground that municipal corporations represent the commonwealth, and municipal officers while engaged in duties relating to the public safety and maintenance of public order are the servants of the commonwealth.

Michigan. Stevens v. Muskegon, 111 Mich. 72, 69 N. W. 227, 36 L. R. A. 777.

Nebraska. See Verdon v. Bowman, 5 Neb. (Unof.) 38, 97 N. W. 229.

Oregon. Hall v. Dunn, 52 Ore. 475, 97 Pac. 811.

Texas. McFadin v. San Antonio, 22 Tex. Civ. App. 140, 54 S. W. 48. To the same effect, Harrison v. Columbus, 44 Tex. 418.

United States. Clark v. Atlantic City, 180 Fed. 598; Masters v. Bowling Green, 101 Fed. 101; Trescott v. Waterloo, 26 Fed. 592, where an attempt was made to enforce a void ordinance regulating pedlers, the court held that a municipal corporation is not liable to action by one who served out his

sentence for violating an unconstitutional municipal ordinance. The court says that in Iowa police regulations are not made and enforced in the interest of the city in its corporate capacity, but in the interest of the public, and that consequently the city is not liable for enforcing such regulations, and that the action of the city in adopting the ordinance was a legislative act, and the exercise of the right of sovereignty primarily belongs to the state. To the same effect is Easterly v. Irwin, 99 Ia. 694, 68 N. W. 919.

The enactment of an ordinance and the arrest of a person, and his trial and conviction, thereunder are the exercise of governmental functions, and if the ordinance is void and the arrest consequently wrongful, the municipality is not liable. Clark v. Atlantic City, 180 Fed. 598.

Not liable for attempt to enforce void ordinance imposing a tax of \$50 on every non-resident dealer selling fertilizers within the city. It was unsuccessfully contended that the city was merely acting to protect its own good by preventing competition of outsiders with its own local dealers in guano, and that it was merely furthering its private or pecuniary interests. Bond v. Royston, 130 Ga. 646, 61 S. E. 491.

Municipal corporation not liable for attempt of its police officers to enforce a void enactment. Hall v. Dunn, 52 Ore. 475, 97 Pac. 811.

such ordinance (license) go into the treasury of the municipality.³³ Likewise, a municipality is not ordinarily liable for an *illegal* enforcement of an ordinance, even if a valid one.³⁴

§ 2641. Nuisances, maintenance of and failure to abate.

The duty of a municipal corporation to abate nuisances created or maintained on private property is governmental, and the municipality ordinarily will not be liable for failure to abate such a nuisance, unless the statutes so provide.³⁵ Especially is this true where the

33. *Simpson v. Whatcom*, 33 Wash. 392, 396, 74 Pac. 577, 63 L. R. A. 815, 99 Am. St. Rep. 951.

In *Kentucky*, however, it was held that a municipality is liable for the enforcement of a void ordinance enacted for the sole benefit of the corporation or its inhabitants, such as one requiring all transients to pay a license to sell goods at auction. *McGraw v. Marion*, 98 Ky. 673, 34 S. W. 18, 47 L. R. A. 673. Later cases, however, reject the rule in the *McGraw* case as "contrary to both the previous and subsequent decisions of the court." *Hershberg v. Barbourville*, 142 Ky. 60, 133 S. W. 985, where city held not liable for arrest for violation of void ordinance prohibiting all cigarette smoking.

34. *Odell v. Schroeder*, 58 Ill. 353, false imprisonment by town officer.

35. *Alabama*. *Florence v. Woodruff* (Ala. 1912), 59 So. 435; *Bleker v. Cullman* (Ala. 1912), 59 So. 625; *Davis v. Montgomery*, 51 Ala. 139, 23 Am. Rep. 545.

Georgia. *Dalton v. Wilson*, 118 Ga. 100, 103, 44 S. E. 830, 98 Am. St. Rep. 101; *Love v. Atlanta*, 95

Ga. 129, 22 S. E. 29, 51 Am. St. Rep. 64.

Indiana. *Anderson v. East*, 117 Ind. 126, 19 N. E. 726, 2 L. R. A. 712, 10 Am. St. Rep. 35.

Kentucky. *Frankfort v. Commonwealth*, 25 Ky. L. Rep. 311, 75 S. W. 217; *James' Adm'r v. Harrodsburg*, 85 Ky. 191, 3 S. W. 135, 7 Am. St. Rep. 589.

Louisiana. *Howe v. New Orleans*, 12 La. Ann. 481.

Missouri. *Armstrong v. Brunswick*, 79 Mo. 319.

Oklahoma. *Glenn v. Ardmore* (Okla. 1912), 122 Pac. 658.

Tennessee. *McCrowell v. Bristol*, 5 Lea (Tenn.), 685, keeping of saloon near plaintiff's house.

Virginia. *Radford v. Clark* (Va. 1912), 73 S. E. 571.

Wisconsin. *Kelley v. Milwaukee*, 18 Wisc. 83.

Contra, in *Maryland*. *Cochrane v. Frostburg*, 81 Md. 54, 64, 31 Atl. 703, 27 L. R. A. 728, 48 Am. St. Rep. 479.

The general power to abate nuisances conferred on municipalities by statute, and the powers to regulate, inspect, and condemn buildings contained in a statute, are clearly governmental in char-

abatement of the nuisance is discretionary.³⁶ Applying this rule of nonliability for failure to abate a nuisance, it is held that there is no municipal liability for failure to remove an overhanging *limb of a tree* which by reason of its liability to fall upon the traveled part of a street constituted a nuisance.³⁷

Where, however, the municipality itself creates, maintains or authorizes a nuisance, it will be liable for dam-

acter, and for negligent default on the part of the city and its officers and agents no action lies; none having been given by the law. *Harrington v. Greenville* (N. C. 1912), 75 S. E. 849.

"Failure of a city to exercise its charter power to abate nuisances not rendering its streets unsafe does not give persons injured by such failure a private action against the city, nor does a failure to make or enforce ordinances prohibiting nuisances give them such action against the city." *Miller v. Newport News*, 101 Va. 432, 44 S. E. 712.

Failure to enact or enforce ordinances for the prevention or abatement of a private nuisance will not render the municipality liable. *Mansfield v. Brister*, 76 Ohio St. 270, 81 N. E. 631, 10 L. R. A. (N. S.) 806; *Arnold v. Stanford*, 113 Ky. 852, 24 Ky. Law Rep. 626, 69 S. W. 726; *Davis v. Montgomery*, 51 Ala. 139, 23 Am. Rep. 545; *Butz v. Cavanaugh*, 137 Mo. 503, 38 S. W. 1104, 59 Am. St. Rep. 504; *Kiley v. Kansas City*, 87 Mo. 103, 56 Am. Rep. 443; *Armstrong v. Brunswick*, 79 Mo. 319.

Municipality is not liable for a failure to enforce its ordinances against the maintenance of nui-

sances on private property. *Hull v. Roxboro*, 142 N. C. 453, 55 S. E. 351.

Fire traps. Failure or refusal to condemn or remove old and worthless buildings, dangerous as a source of fire, does not make a municipality liable for loss of property by fire. *Harrington v. Greenville* (N. C. 1912), 75 S. E. 849.

Peanut roaster. Municipality not liable, on the theory of permitting a nuisance, for damages caused by the explosion of a peanut roaster maintained on a sidewalk by a private person. *Frank v. Warsaw*, 101 N. Y. S. 938, 116 App. Div. 618.

Obstruction in river. City not liable for failure to remove nuisance in navigable river, even under the Maryland law which is out of line with the other states, since a navigable river is not a way which the municipality must keep free from obstructions. *Maryland v. Miller*, 180 Fed. 796.

36. *White v. Buffalo*, 115 N. Y. S. 1021, 131 App. Div. 531; *McDade v. Chester*, 117 Pa. 414, 12 Atl. 421, 2 Am. St. Rep. 681.

37. *Dyer v. Danbury*, 85 Conn. 128, 81 Atl. 958.

Overhanging limbs as defects in street, § 2776, next chapter.

ages,³⁸ regardless of whether it was guilty of negli-

38. *Connecticut*. Mootry v. Danbury, 45 Conn. 550, 29 Am Rep. 703.

Illinois. Champaign v. Forrester, 29 Ill. App. 117.

Iowa. Fitzgerald v. Sharon, 143 Ia. 730, 121 N. W. 523. See also Hines v. Nevada, 150 Ia. 620, 130 N. W. 181.

Kentucky. Clayton v. Henderson, 103 Ky. 228, 44 S. W. 667, 44 L. R. A. 474.

Maryland. Baltimore v. Marriott, 9 Md. 160, 66 Am. Dec. 326.

Michigan. Pennoyer v. Saginaw, 8 Mich. 534.

Missouri. Roth v. St. Joseph, 164 Mo. App. 26, 147 S. W. 490; Hedwick v. St. Joseph, 138 Mo. App. 396, 122 S. W. 375; Martin v. St. Joseph, 136 Mo. App. 316, 117 S. W. 94; Sallee v. St. Louis, 152 Mo. 615, 54 S. W. 463; Torpey v. Independence, 24 Mo. App. 288; Brown v. Scruggs, 141 Mo. App. 632, 125 S. W. 537.

Montana. Murray v. Butte, 35 Mont. 161, 88 Pac. 789.

New Jersey. Hart v. Union County, 57 N. J. L. 90, 29 Atl. 490.

New York. Jackson v. Rochester, 43 Hun (N. Y.), 635; Hill v. New York, 139 N. Y. 495, 34 N. E. 1090; Bolton v. New Rochelle, 32 N. Y. S. 442, 84 Hun, 281.

North Carolina. Downs v. High Point, 115 N. C. 182, 20 S. E. 385, drain; Jones v. North Wilkesboro, 150 N. C. 646, 64 S. E. 866.

Pennsylvania. Vanderslice v. Philadelphia, 103 Pa. St. 102.

Texas. Ft. Worth v. Crawford, 74 Tex. 404, 12 S. W. 52, 15 Am.

St. Rep. 840 (deposit of garbage); San Antonio v. Mackey, 14 Tex. Civ. App. 210, 36 S. W. 760; Hillsboro v. Ivey, 1 Tex. Civ. App. 653, 20 S. W. 1012, dump for dead animals.

Virginia. Radford v. Clark (Va. 1912), 73 S. E. 571.

Wisconsin. Harper v. Milwaukee, 30 Wis. 365.

Maintaining a nuisance creates liability. A municipal corporation is liable for maintaining a nuisance to the same extent as an individual. Valparaiso v. Moffitt, 12 Ind. App. 250, 39 N. E. 909, 54 Am. St. Rep. 522; New Albany v. Slider, 21 Ind. App. 392, 52 N. E. 626.

Nuisance in streets, extreme rule imposing liability, see Wheeler v. Fort Dodge, 131 Ia. 566, 108 N. W. 1057, 9 L. R. A. (N. S.) 146.

Flooding lands. A municipal corporation is liable for creating a nuisance by flooding the lands of an individual in providing a system of waterworks. Ennis v. Gilder, 32 Tex. Civ. App. 351, 74 S. W. 585.

Discharging sewage into a ditch, creating a nuisance, renders municipality liable. Phillips v. Armada, 155 Mich. 260, 118 N. W. 941, and see § 2697, *post*.

Nuisance beyond city limits, city liable. Coleman v. Price, 54 Tex. Civ. 39, 42, 117 S. W. 905.

Fire engine house not a nuisance. Van de Vere v. Kansas City, 107 Mo. 83, 17 S. W. 695, 28 Am. St. Rep. 396.

Standpipe held not a nuisance.

gence,³⁹ and it cannot escape liability therefor on the ground that in doing so it was exercising a governmental function.⁴⁰ But if the nuisance created is not within the scope of the powers of the municipality, there is no municipal liability.⁴¹

Furthermore, where the municipal corporation permits

Whitfield v. Carrollton, 50 Mo. App. 98.

Public market not nuisance *per se*. *State v. Smith*, 123 Ia. 654, 96 N. W. 899.

Construction of waterworks not a nuisance *per se*, although blasting is necessary. *Logansport v. Dick*, 70 Ind. 65, 36 Am. Rep. 166.

Notice of nuisance given to city clerk only is insufficient, where notice is necessary. *Nichols v. Boston*, 98 Mass. 39, 93 Am. Dec. 132.

City is not liable for failure to abate a nuisance which it did not create, except after notice and request to abate it. *Martin v. St. Joseph*, 136 Mo. App. 316, 117 S. W. 94.

39. Negligence is not an element to be considered in action for creating or maintaining nuisance. *Roth v. St. Joseph*, 164 Mo. App. 26, 147 S. W. 490; *Frick v. Kansas City*, 117 Mo. App. 488, 93 S. W. 351; *Coleman v. Price*, 54 Tex. Civ. App. 39, 117 S. W. 905.

40. Municipality is liable for a nuisance created by the operation of its sewer system, and is not relieved therefrom by the fact that it was exercising a governmental function in maintaining

the sewer. *Sammons v. Gloversville*, 175 N. Y. 346, 67 N. E. 622.

See also *Watson v. New Milford*, 72 Conn. 561, 45 Atl. 167, 77 Am. St. Rep. 345.

Smoke nuisance created by municipal pumping plant; question of governmental duty immaterial and municipality liable therefor. *Gordon v. Silver Creek*, 112 N. Y. S. 54, 127 App. Div. 888.

Where the municipal authorities suffer or cause streets to become unsafe by reason of failure to enforce police regulations designed to keep them free from obstructions and nuisances and damage results by reason thereof, responsibility can not be evaded on the ground that the omitted duty is legislative or governmental in character. *Miller v. Newport News*, 101 Va. 432, 44 S. E. 712.

Cleaning its streets, though a proper exercise of power delegated by the state to the municipality, does not give the municipality the right to do so in such a manner as to create a nuisance. *New Albany v. Slider*, 21 Ind. App. 392, 52 N. E. 626, and see § 2636, *ante*.

41. *Seele v. Deering*, 79 Me. 343, 10 Atl. 45, 1 Am. St. Rep. 314, and see § 2637, *ante*.

Contra, in Iowa. *Fitzgerald v. Sharon*, 143 Ia. 730, 733, 121 N. W. 523.

conditions in its *streets* and public ways which amount to a nuisance so as to interfere with the reasonable use of such streets or ways by the public, the corporations is ordinarily liable,⁴² as will be more fully noticed in the succeeding chapter. Thus where a city by license authorized a use to be made of a street which rendered it dangerous or unsafe for travelers, *e. g.*, the exhibit of wild animals thereon, resulting in damage by reason of the team of a person properly using the street, taking fright, the city was held liable.⁴³

42. *Speir v. Brooklyn*, 139 N. Y. 6, 34 N. E. 727, 21 L. R. A. 641, 36 Am. St. Rep. 664.

A city having control over its streets and power to remove private nuisances erected thereon, is liable to property owner for failure to abate a private nuisance erected and maintained in the street opposite the property. *Frick v. Kansas City*, 117 Mo. App. 488, 93 S. W. 351.

Wagon kept in street. The granting of a license, even though authorized by ordinance, to an individual, permitting him to keep wagons on the highway, held a nuisance for which city is liable. *Cohen v. New York*, 113 N. Y. 532, 21 N. E. 700, 4 L. R. A. 406, 10 Am. St. Rep. 506.

Grant of street franchise without authority. In an Iowa case, in an action against a city to recover for personal injuries caused by the frightening of plaintiff's horse by a steam motor, used upon a street railway by permission of the city council, it was held that, in the absence of express statutory authority, a city has no power to authorize or permit the use of steam motors upon its streets, either upon ordinary railroads or

street railways, and the grant of such authority or permission constitutes negligence which will render the city liable for damages caused thereby. The fact that the action of the city council in granting such right was without authority, in the opinion of the court, would not protect the city from liability, since the view advanced was that corporations are responsible for the acts of their officers and agents done within the apparent scope of their authority, and the streets of the city are under the control of the city council. *Stanley v. Davenport*, 54 Ia. 463, 2 N. W. 1064, 6 N. W. 706, 37 Am. Rep. 216.

43. *Little v. Madison*, 42 Wis. 643, 24 Am. Rep. 435, where a city licensed the exhibition of bears in one of its principal streets, thus authorizing a dangerous obstruction and nuisance.

See also the "Sacred Ox Case," *Cole v. Newburyport*, 129 Mass. 594, 37 Am. Rep. 394, where the city granted the right to erect a booth in one of its public squares for the use and exhibition of an animal. The city was held not liable.

§ 2660, *post*.

Applying the rules laid down above, municipalities are generally held liable where they use, or license the use of, a place as a *dump*, to the injury of others as to whom it is a nuisance.⁴⁴ So where *fireworks* are displayed by the municipality itself, or pursuant to its permit, the discharge thereof may, because of the place, be a nuisance so as to make the municipality liable,⁴⁵ especially where

44. Dumping refuse on lot adjoining plaintiff's premises is actionable where injurious to health and unreasonable under the circumstances. *Lane v. Concord*, 70 N. H. 485, 49 Atl. 687, 85 Am. St. Rep. 643, and see 2636, *ante*.

Dumping place for garbage. If garbage is dumped at a particular place, to the injury of nearby property, damages are recoverable. *Flanagan v. Bloomington*, 156 Ill. App. 162.

Municipality is liable, on the ground of creating a nuisance, where a city scavenger repeatedly deposits dead animals and other filth on ground near plaintiff's residence. *Stephenville v. Bower*, 29 Tex. Civ. App. 384, 68 S. W. 833.

Immaterial that land on which garbage was dumped did not belong to the city. *Stephenville v. Bower*, 29 Tex. Civ. App. 384, 68 S. W. 833.

Maintaining a dumping ground for the deposit of garbage is a corporate duty and municipality is liable for a nuisance caused thereby. *Coleman v. Price*, 54 Tex. Civ. App. 39, 117 S. W. 905; *Haskell v. Webb* (Tex. Civ. App. 1911), 140 S. W. 127.

Collecting garbage and filth from the streets and depositing it in a mass upon some other street, caus-

ing a nuisance, renders city liable. *New Albany v. Slider*, 21 Ind. App. 392, 52 N. E. 626.

Dump for refuse, maintenance on land of owner with his consent, not a nuisance. *Denver v. Porter*, 126 Fed. 288, 61 C. C. A. 168.

City not liable for act of marshal in depositing carcasses of dead animals so near a private residence as to create a nuisance. *Hillsboro v. Ivey*, 1 Tex. Civ. App. 653, 20 S. W. 1012.

Thomp., Neg., § 5853.

45. The fact that the exhibition of fireworks resulting in the injury to plaintiff was given by a church organization upon private property, at a point specifically designated, under the direction of the commissioner of police, upon property abutting a populated street, does not relieve the municipality from liability. *Walker v. New York*, 95 N. Y. S. 121, 107 App. Div. 351.

Fireworks on a public playground, shot off by a municipality on only one occasion, for the entertainment of the public, are not a nuisance. *Kerr v. Brookline*, 208 Mass. 190, 94 N. E. 257, 34 L. R. A. (N. S.) 464.

Fireworks as nuisance, in New York, see *Landau v. New York*, 180 N. Y. 48, 55, 72 N. E. 631, 105 Am. St. Rep. 709 (where it is

a street is the scene of the display.⁴⁶ Likewise, a *pest house* may be an actionable nuisance, although the question generally involved is whether property is "taken" or "damaged" by the maintenance thereof, within the provisions relating to condemnation proceedings.⁴⁷ And

said: "Fireworks exhibited on an extensive scale in a great thoroughfare, in the midst of a large city, where a vast multitude of people is assembled, if not a nuisance as matter of law, may properly be found to be such as a matter of fact"); *Melker v. New York*, 190 N. Y. 481, 83 N. E. 565 (where exhibition of fireworks on evening of election day, on Madison avenue in New York City, was held, under the particular facts of the case, not a nuisance as a matter of law, and it was said: "An exhibition of fireworks is not *malum in se*, but is evil or innocent according to circumstances"); *Speir v. Brooklyn*, 139 N. Y. 6, 11, 34 N. E. 727, 21 L. R. A. 641, 36 Am. St. Rep. 664; *DeAgramonte v. Mount Vernon*, 98 N. Y. S. 454, 112 App. Div. 291 (where display was in *city park* and held not a nuisance *per se*).

Failure to prevent fireworks on streets. Injuries from discharge of fireworks by third persons. City not liable. *Bartlett v. Clarksburg*, 45 W. Va. 393, 31 S. E. 918, 43 L. R. A. 295, 72 Am. St. Rep. 817.

See *Thomp., Neg.*, § 5851.

46. See next chapter, § 2752.

47. **Pest house is nuisance.** *Anable v. Montgomery County*, 34 Ind. App. 72, 71 N. E. 272, 107 Am. St. Rep. 173; *Clayton v. Henderson*, 103 Ky. 228, 44 S. W. 667, 44 L. R. A. 474; *Henderson v.*

Clayton, 22 Ky. L. Rep. 283, 57 S. W. 1, 53 L. R. A. 145, where city was held liable where it located a pesthouse within one mile of its limits, which was forbidden by statute, resulting in plaintiff catching smallpox.

See, as denying right to recover damages. *Barry v. Smith*, 191 Mass. 78, 77 N. E. 1099, 5 L. R. A. (N. S.) 1028.

"Where a city or other municipality erects and maintains a public institution, which, by reason of its nature, endangers the lives or health of the occupants of adjacent premises, as by subjecting them to contagious or infectious diseases, it is not only a nuisance, but it is such an invasion of the property rights of such adjacent holders as amounts both to an injury and a taking of property under the section of our constitution. For this the city must make compensation." *Paducah v. Allen*, 111 Ky. 361, 23 Ky. L. Rep. 701, 63 S. W. 981, 98 Am. St. Rep. 422. In Illinois, however, it is held that under legislative authority a municipal corporation may establish a smallpox hospital upon its own grounds, and if the hospital is properly located and conducted no action will lie for damages to the value of property in the neighborhood, for such act does not constitute a taking or damaging of private property for public use,

in Illinois the maintenance of an ordinary hospital has been enjoined, in a particular case, by adjoining owners as a nuisance.⁴⁸

§ 2642. Jails, workhouses, and police stations.

In erecting, maintaining and managing jails, workhouses, and police stations, the municipality is exercising a purely governmental function.⁴⁹ Therefore, notwithstanding the manifest injustice of the rule, especially where a person is confined without good cause, it is well settled that municipalities are not liable, to persons confined therein, for injuries resulting from the improper construction or negligent maintenance or management of such a place,⁵⁰ nor for injuries received from fellow pris-

within the meaning of the constitution. *Frazer v. Chicago*, 186 Ill. 480, 57 N. E. 1055, 51 L. R. A. 306, 78 Am. St. Rep. 296. Compare *L'Hote v. New Orleans*, 177 U. S. 584, 20 Sup. Ct. 788, 44 L. Ed. 899.

The contraction of smallpox by a guest from an inmate of the house who is conceded to have contracted the disease because of the unlawful location of a pest hospital near by is held, in *Henderson v. O'Halaran*, 114 Ky. 186, 70 S. W. 662, 59 L. R. A. 718, 102 Am. St. Rep. 279, to be the proximate result of such unlawful location, so as to render the city liable for the injury thereby caused to the guest.

Ultra vires. Pest house near plaintiff's residence. Plaintiff held not entitled to recover damages where city had no authority to maintain pest houses. *Arnold v. Stanford*, 113 Ky. 852, 69 S. W. 726, dist'g *Clayton v. Henderson*, 103 Ky. 228, 44 S. W. 667, 44 L. R. A. 474, on ground that

in earlier case city had legal right to establish pest house.

48. Hospital as nuisance, injunction against, see *Deaconess Hospital v. Bontjes*, 207 Ill. 553, 69 N. E. 748, 64 L. R. A. 215, aff'g 104 Ill. App. 484.

49. § 2431, p. 5067, *ante*, vol. 5.

50. *Georgia.* *Gray v. Griffin*, 111 Ga. 361, 36 S. E. 792, 51 L. R. A. 131; *Wilson v. Macon*, 88 Ga. 455, 14 S. E. 710 (putting prisoner in cell with dangerous and intoxicated fellow prisoner).

Illinois. *Evans v. Kankakee*, 231 Ill. 223, 83 N. E. 223; *Blake v. Pontiac*, 49 Ill. App. 543.

Kansas. *La Clef v. Concordia*, 41 Kan. 323, 21 Pac. 272, 13 Am. St. Rep. 285; *New Kiowa v. Craven*, 46 Kan. 114, 26 Pac. 426.

Kentucky. *Braunstein v. Louisville*, 146 Ky. 777, 143 S. W. 372; *Bowling Green v. Rogers*, 142 Ky. 558, 134 S. W. 921.

Maine. *Mains v. Ft. Fairchild*, 99 Me. 177, 59 Atl. 87.

oners.⁵¹ And a municipality is not liable to one con-

Massachusetts. Curran v. Boston, 151 Mass. 505, 24 N. E. 781, 8 L. R. A. 243, 21 Am. St. Rep. 465.

Minnesota. Gullikson v. McDonald, 62 Minn. 278, 64 N. W. 812.

West Virginia. Shaw v. Charleston, 57 W. Va. 433, 50 S. E. 527.

Vermont. Carty's Adm'r v. Winooski, 78 Vt. 104, 62 Atl. 45, 2 L. R. A. (N. S.) 95.

Municipal corporation is not liable for negligence in caring for one who is under arrest by the police, and this is true whether the arrest is lawful or unlawful, because in such case a public duty is being discharged for which the city derives no pecuniary benefit. Kelly v. Cook, 21 R. I. 29, 41 Atl. 571, 5 Am. Neg. Rep. 94.

City not liable to a prisoner in its work house for damage resulting from wrongful acts of the superintendent. Rose v. Toledo, 24 Ohio Cir. Ct. Rep. 540.

Street work by convicts. Not liable for death of convict, working on public street, caused by negligence of servant of city in charge of work. Nisbet v. Atlanta, 97 Ga. 650, 25 S. E. 173.

Police station. Maintenance of a police station, by a municipal corporation, used partly for the accommodation of its police force and partly as a jail, is in the exercise of governmental functions, and the municipality is not liable for the negligence of employees engaged in its maintenance. Wilcox v. Rochester, 190 N. Y. 137, 82 N. E. 1119, rev'g

99 N. Y. S. 1020, 114 App. Div. 734.

Negligence of officers in charge of rock pile for municipal offenders creates no liability against the municipality. Jackson v. Owingsville (Ky.), 121 S. W. 672.

Care of smallpox. Not liable for detaining in calaboose a person afflicted with smallpox whereby persons residing or working near by contracted the disease. Evans v. Kankakee, 231 Ill. 223, 83 N. E. 223, 13 L. R. A. (N. S.) 1190, aff'g 132 Ill. App. 488.

In North Carolina, statute creates limited liability by requiring jails to be kept clean, prescribing the food and blankets, etc. Moffitt v. Asheville, 103 N. C. 237, 9 S. E. 695, 14 Am. St. Rep. 810. See also Lewis v. Raleigh, 77 N. C. 229. But compare Shields v. Durham, 118 N. C. 450, 24 S. E. 794, 36 L. R. A. 293.

In Virginia, under statute, a city was held liable for the unhealthy condition of a jail established and maintained independently by the city. Edwards v. Pocahontas, 47 Fed. 268, 44 Alb. L. J. 363.

51. Wilson v. Macon, 88 Ga. 455, 14 S. E. 710; Morgan v. Shelbyville (Ky.), 121 S. W. 617; Davis v. Knoxville, 90 Tenn. 599, 18 S. W. 254.

Injury from fellow prisoner. Maintenance of a guard house of a prison is a governmental duty and municipality will not be held liable for injuries inflicted upon one confined therein by a fellow prisoner. Morgan v. Shelbyville (Ky.), 121 S. W. 617.

finer in jail, injured by the burning of the jail, caused by the negligence of municipal officers in the exercise of their official duties.⁵² So there is no liability for defective machinery or appliances used in a prison or workhouse, or on a rockpile, injuring a convict working thereon,⁵³ nor for neglect to furnish convicts a safe place to work.⁵⁴ Likewise one imprisoned cannot recover for injuries to his health, or sickness, resulting from the *unhealthy condition* of the jail.⁵⁵ This exemption from liability also extends to *injuries in a quarry* some miles from the workhouse, where the quarry was being used

52. **Burning of jail.** Where a jail is destroyed by fire caused by the negligence of the officers in charge resulting in the death of inmates, the city is not liable. *McAuliffe v. Victor*, 15 Colo. App. 337, 62 Pac. 231; *Brown's Adm'r v. Guyandotte*, 34 W. Va. 299, 12 S. E. 707, 11 L. R. A. 121.

53. *Alamango v. Albany County*, 25 Hun (N. Y.), 551; *Curran v. Boston*, 151 Mass. 505, 24 N. E. 781, 8 L. R. A. 243, 21 Am. St. Rep. 465, 30 Am. & Eng. Corp. Cas. 506; *Green v. Muskingum County Com'rs*, 23 Ohio Cir. Ct. R. 43.

Rock pile. One forced to break rock on a municipal rock pile, in order to pay off and discharge a fine, cannot recover because of injuries resulting from a defective hammer in the hands of another rock breaker. *Jackson v. Owingsville (Ky.)*, 121 S. W. 672, 25 L. R. A. (N. S.) 180.

Vicious mule. So, in Missouri, where a prisoner is committed to the St. Louis workhouse in satisfaction of a fine imposed for the violation of an ordinance, and who, while at work, is kicked by

a vicious mule which the workhouse superintendent ordered him to harness, there can be no recovery of the city for the injuries so received, even though the superintendent knew the mule was vicious. *Ulrich v. St. Louis*, 112 Mo. 138, 20 S. W. 466, 34 Am. St. Rep. 372.

54. *Ulrich v. St. Louis*, 112 Mo. 138, 20 S. W. 466, 34 Am. St. Rep. 372. Kicked by mule.

Notice to chief of police not notice to city of improper condition of prison, see *Coley v. Statesville*, 121 N. C. 301, 28 S. E. 482.

55. *White v. Sullivan County*, 129 Ind. 396, 28 N. E. 846; *Jones v. Corbin*, 30 Ky. L. Rep. 374, 98 S. W. 1002; *Eddy v. Ellicottville*, 54 N. Y. S. 800, 35 App. Div. 256; *Shields v. Durham*, 116 N. C. 394, 21 S. E. 402.

One confined by an officer in a town lockup over night without food or water, or protection from the cold, can not recover from the town for a consequent injury to him health. *Lahner v. Williams*, 112 Ia. 428, 84 N. W. 507.

for workhouse purposes;⁵⁶ and the fact that some revenue is derived from the quarry, where the revenue is applied in most part in payment of the expenses of the maintenance and operation of the workhouse, does not affect the rule, since the revenue is incidental to the main purpose.⁵⁷ Likewise, a municipality is not liable to a third person working on a street some distance from the quarries of a city workhouse, where injured by rocks thrown on him by blasting at the quarry.⁵⁸

It has been held that a property owner cannot recover damages from a municipality for building a prison on adjoining property, although it would seem that if it is so maintained as to create a nuisance, one sustaining special injury may sue for such negligent maintenance, as distinguished from the erection.⁵⁹

§ 2643. Fire stations, apparatus, etc.

It has already been noted that municipalities are not liable for the torts of their firemen.⁶⁰ Moreover, it is

56. *Braunstein v. Louisville*, 146 Ky. 777, 143 S. W. 372; *Bell v. Cincinnati*, 80 Ohio St. 1, 88 N. E. 128.

57. *Bell v. Cincinnati*, 80 Ohio St. 1, 20-24, 88 N. E. 128.

58. *Braunstein v. Louisville*, 146 Ky. 777, 143 S. W. 372.

59. *Long v. Elberton*, 109 Ga. 28, 34 S. E. 333, 46 L. R. A. 428, 77 Am. St. Rep. 363.

Nuisance. Prison not *per se* a nuisance. *Bowling Green v. Rogers*, 142 Ky. 558, 134 S. W. 921.

60. § 2432, *ante*, vol. 5.

Many powers of a municipal corporation are in their nature legislative, and some are judicial, while others are purely ministerial. These two classes of duties and obligations are sometimes so intimately connected that it is not always very easy to distin-

guish the one from the other. But reason and the soundest public policy forbid that liability for damage be held against a city for its manner of resisting fire, as human skill and ingenuity are not always competent to resist that destructive element and the best means reasonably used to guard persons and property is all that can be expected. *Brinkmeyer v. Evansville*, 29 Ind. 187.

Not liable for injuries received by a teamster in its fire department, while training horses, on account of the negligence of the chief of the fire department in representing a vicious horse to be gentle, and failing to supply a proper appliance for training such a horse. *Lynch v. North Yakima*, 37 Wash. 657, 80 Pac. 79.

Not liable for negligence of its

well settled that municipalities are not liable for injuries due to the defective condition of its fire apparatus,⁶¹ or the negligent construction or management of fire houses,⁶² or the failure to furnish an adequate supply of water for fire protection.⁶³ For instance, where cisterns constructed by a municipality for fire protection are allowed to get out of order, resulting in the burning of

fire department in responding to a call, resulting in loss of property by fire. *Irvine v. Chattanooga*, 101 Tenn. 291, 47 S. W. 419.

Members of fire department can not recover. In the absence of a statute, no individual has a right of action against a municipal corporation for injuries sustained while rendering services as a paid member of the fire department or as a volunteer. *Wild v. Paterson*, 47 N. J. L. 406, 1 Atl. 490; *Peterson v. Wilmington*, 130 N. C. 76, 40 S. E. 853, 56 L. R. A. 959.

Accident policy no defense. The fact that a fireman had an accident policy will not relieve the city from liability for negligence resulting in his death. *Kansas City v. McDonald*, 60 Kan. 481, 57 Pac. 123, 45 L. R. A. 429, 6 Am. Neg. Rep. 67.

61. *McKenna v. St. Louis*, 6 Mo. App. 320; *Lawson v. Seattle*, 6 Wash. 184, 33 Pac. 347.

No liability exists for negligence in the care of such apparatus. *Wild v. Paterson*, 47 N. J. L. 406, 1 Atl. 490.

In Indiana, however, it has been held, without discussing this question, that a municipality is liable to an employee injured by

defects in a fire engine of which he had charge. *Lafayette v. Allen*, 81 Ind. 166.

62. See *Kies v. Erie*, 135 Pa. 144, 19 Atl. 942, 20 Am. St. Rep. 867.

Safe place to work or safe tools need not be furnished firemen, since operating a fire department is a governmental duty. *Long v. Birmingham*, 161 Ala. 427, 49 So. 881, and see § 2643, *post*.

In Kansas, however, it is held that in the care and management of a fire station a city is performing a purely ministerial duty; and it is liable for failure to furnish its employees a reasonably safe place to work. *Bowden v. Kansas City*, 69 Kan. 587, 595, 77 Pac. 573, 66 L. R. A. 181, 105 Am. St. Rep. 187.

In Oregon, also, it is held that a city engaged in repairing its fire alarm system, *through the instrumentality of private or corporate agencies*, and through the fire department or its officers, or through officers of the city whose duty it was to perform such work, is liable to such employees where injured. *Wagoner v. Portland*, 40 Oreg. 389, 397, 60 Pac. 985.

Contra, § 2432, note 59, *ante*, vol. 5.

63. § 2430, *ante*, vol. 5.

one's buildings because of inability to get an adequate water supply, the municipality is not liable.⁶⁴

So far as defective fire apparatus is concerned, an attempt has been made to establish an exception to the rule of nonliability for torts in connection with the fire department, by contending that, in so far as employees engaged in the use of such apparatus are affected, the duty to keep the apparatus in good order is a private duty owed to the employee and not the public. This contention was rejected in New Jersey.⁶⁵ In Wisconsin, however, a municipality has been held liable to an employee engaged in constructing a cistern for the fire department, for protection against fire, on the theory that the municipality was engaged in the attempted performance of a duty through its own private agencies and not through the fire department or its officers or other officers of the city whose duty it was to perform the work;⁶⁶ and in Massachusetts it was held that where a city owned a telegraph wire for the use of its fire department, and injury was caused while the wire was being removed for purposes not connected with the fire department, the municipality is liable.⁶⁷

However, *in courts of admiralty*, under the maritime law, a municipality is liable for the negligence of its servants in charge of a fire boat, as in case of a collision.⁶⁸

§ 2644. Collection of taxes or special assessments.

There is no doubt but that the collection of taxes is a governmental function.⁶⁹ On the other hand, a different

64. *Terrell v. Louisville Water Co.*, 127 Ky. 77, 31 Ky. L. Rep. 1281, 105 S. W. 100.

65. *Wild v. Paterson*, 47 N. J. L. 406, 412, 1 Atl. 490.

66. *Mulcairns v. Janesville*, 67 Wisc. 24, 29 N. W. 565.

67. *Neuert v. Boston*, 120 Mass. 338.

68. *Workman v. New York*, 179

U. S. 552, 21 Sup. Ct. 212, 45 L. Ed. 314, rev'g 67 Fed. 347, 14 C. C. A. 530; *Thompson Nav. Co. v. Chicago*, 79 Fed. 984; *Henderson v. Cleveland*, 93 Fed. 844.

69. See *Liberty v. Hurd*, 74 Me. 101; *Lorillard v. Monroe*, 11 N. Y. 392, 62 Am. Dec. 120; *Muller v. Bayonne*, 45 N. J. Eq. 237, 240, 19 Atl. 614; *Tone v. New York*,

rule applies as to *special assessments*. It is held that "the laying out and opening of streets in a city, the assessment of damages and benefits resulting therefrom, and the collection of the sums so assessed as benefits, are strictly municipal functions, and the officers of the city by whom these functions are performed thereby discharge municipal or corporate duties, as distinguished from public or governmental duties."⁷⁰ But in a recent case in Missouri a city was sued to recover damages for the failure of its treasurer to perform the purely ministerial act of issuing a certificate to a purchaser at a sale of property under an assessment levied for the maintenance of parks and boulevards. It was held that the city, in levying the assessment, was acting in a governmental capacity.⁷¹

§ 2645. Lighting streets.

Lighting the streets of a municipality is universally recognized as a public and governmental function, and this is so although the same plant which supplies the electricity for the street light also supplies the electricity for the lights in private dwellings and business houses.⁷²

§ 2646. Infringement of patent.

A municipality is liable to a patentee for an infringe-

70 N. Y. 157, 165; *Bank of Commonwealth v. New York*, 43 N. Y. 184.

In Massachusetts, tax assessors and collectors, "although elected by the inhabitants of the town, are not the agents of the town, but are public officers whose duties are prescribed by law." *Alger v. Easton*, 119 Mass. 77, and see *Dunbar v. Boston*, 112 Mass. 75.

Assessors are public officers and not servants of the municipality, and the latter is not liable to a property owner for fraudulently overvaluing his property for the

purpose of taxation. *Hathaway v. Everett*, 205 Mass. 246, 91 N. E. 296.

70. *Durkee v. Kenosha*, 59 Wisc. 123, 124, 17 N. W. 677, 48 Am. Rep. 480.

See § 174 *ante*, vol. 1.

71. *Brightwell v. Kansas City*, 153 Mo. App. 519, 134 S. W. 87.

72. *Irvine v. Greenwood*, 89 S. C. 511, 519, 72 S. E. 228, holding that there is no common law liability for death of one coming in contact with a wire supporting an arc light in a street.

§ 2806, *post*.

ment of his patent in the course of the execution of its corporate powers and duties.⁷³

§ 2647. Exhibition conducted by municipality.

If a municipality has the power conferred on it to give any kind of an exhibition, and injuries result from negligence in connection therewith, usually the municipality will be held liable therefor. However, if entertainment is provided, exclusively for the *gratuitous* amusement of the public, the municipality is not liable for negligence in connection therewith.⁷⁴ To illustrate, where a municipality displays *fireworks* to entertain the public, one injured by being struck by some of the fireworks or otherwise in connection with the display, cannot recover, on the theory that the work in which the municipality is engaged is conducted solely in the public interest and for the general benefit.⁷⁵ But in some jurisdictions, fireworks, at least where discharged in a street, are held a public nuisance.⁷⁶

Furthermore, nonliability is often predicated on the fact that the act of providing the entertainment is *ultra vires* and beyond the power of the municipality.⁷⁷

However, if a municipality *permits* a public exhibition in a *street*, and it obstructs the street or renders it unsafe for travel, the municipality is generally held liable for resulting injuries.⁷⁸

73. *Asbestine Tiling Co. v. Hepp*, 39 Fed. 324; *Brickill v. New York*, 7 Fed. 479; *Munson v. New York*, 3 Fed. 338; *Allen v. New York*, Fed. Cas. No. 232; *Bliss v. Brooklyn*, Fed. Cas. No. 1,544; *Ransom v. New York*, Fed. Cas. No. 11,573.

74. *Tindley v. Salem*, 137 Mass. 171, 50 Am. Rep. 289.

75. *Tindley v. Salem*, 137 Mass. 171, 50 Am. Rep. 289, followed in *Kerr v. Brookline*, 208 Mass. 190,

94 N. E. 257, 34 L. R. A. (N. S.) 464.

76. § 2641, *ante*, and § 2752, *post*.

77. *Morrison v. Lawrence*, 98 Mass. 219; *Smith v. Rochester*, 76 N. Y. 506; *Love v. Raleigh*, 116 N. C. 296, 21 S. E. 503, 28 L. R. A. 192; *Blankenship v. Sherman*, 33 Tex. Civ. App. 507, 76 S. W. 805.

§ 2637, *ante*.

78. See next chapter, § 2752.

§ 2648. Destruction of property by municipalities.

The police power extends to the destruction of property,⁷⁹ including the pulling down or blowing up of buildings to arrest the progress of a fire; the destruction of buildings within the fire limits which do not conform to the requirements; the destruction of bedding, clothing, etc., to prevent the spread of disease; the killing of animals to prevent the spread of disease among them; the throwing away of adulterated, unclean or diseased milk; etc.⁸⁰

There is no municipal liability because of the destruction of property by the corporation, where the public necessity requires it, since the rights of private property are subordinate to the public welfare—*salus populi suprema est lex*. Thus, property may be destroyed to prevent the spread of fire or other great calamity, without municipal liability, in the absence of express statute or charter provision creating such liability.⁸¹ This is equally true whether the building is destroyed under the direction of the officers of the municipality or by the bystanders of their own motion.⁸² Likewise, buildings within the fire limits, where not meeting the necessary requirements for buildings within such limits, may be

79. § 892, *ante*, vol. 3.

80. See notes under § 892, *ante*, vol. 3.

81. Destruction of property to stop fire: not liable. *Dunbar v. San Francisco*, 1 Cal. 355; *Cowens v. San Francisco*, 1 Cal. 452; *Keller v. Corpus Christi*, 50 Tex. 614, 32 Am. Rep. 613; *Bowditch v. Boston*, 101 U. S. 16, 25 L. Ed. 980.

The fact that the officers of a municipal corporation are authorized by ordinance to direct the destruction of private dwellings and other property to prevent the

spread of fire, does not make the corporation liable, on the doctrine of *respondeat superior*, to the owners for the property thus destroyed, unless there is an express statute or provision in the charter creating such liability. *Field v. Des Moines*, 39 Ia. 575, 18 Am. Rep. 46.

Not liable though fire was extinguished before it reached plaintiff's house which was blown up. *White v. Charleston*, 2 Hill, Law (S. C.) 571.

82. *McDonald v. Red Wing*, 13 Minn. 38.

destroyed without incurring liability.⁸³ So where village trustees burned a mill and destroyed a dam to prevent a flood from damaging a highway and other property, the municipality was held not liable.⁸⁴ Likewise, property may be destroyed to prevent the spread of contagious disease, without the incurring of municipal liability;⁸⁵ and this includes the killing of diseased animals.⁸⁶ And there is no municipal liability for the destruction of damaged grain, where a nuisance or dangerous to the public health.⁸⁷ Furthermore, *for an additional* reason, if the destruction of property as a nuisance is *ultra vires*, no recovery can be had.⁸⁸

However, it would seem that if there was *no necessity*, or at least what would seem to be a necessity from the standpoint of a reasonable person, for the destruction of the property, a recovery may be had therefore, independent of statute.⁸⁹ So if no fire is raging, and the

83. Wooden building erected within fire limits may be destroyed, without incurring liability. *Miller v. Valparaiso*, 10 Ind. App. 22, 37 N. E. 418.

See §§ 948, 949 and notes, *ante*, vol. 3.

Notice as necessary. If a statute or ordinance requires notice to be given before a building within the fire limits can be removed because it is a frame building, the municipality is liable where it destroys a building without giving such notice. *Ward v. Murphysboro*, 77 Ill. App. 549.

84. *Atken v. Wells River*, 70 Vt. 308, 40 Atl. 829, 41 L. R. A. 566, 67 Am. St. Rep. 672.

85. *Savannah v. Mulligan*, 95 Ga. 323, 22 S. E. 621, 29 L. R. A. 303, 51 Am. St. Rep. 86; *Perry v. Oregon*, 139 Ill. App. 606; *Creier v. Fitzwilliam* (N. H. 1912), 83 Atl. 128.

See also *Adams v. Milwaukee*, 144 Wis. 371, 378, 129 N. W. 518; §§ 892, 905, *ante*, vol. 3.

86. *Livingston v. Ellis County*, 30 Tex. Civ. App. 19, 68 S. W. 723.

87. *Dunbar v. Augusta*, 90 Ga. 390, 17 S. E. 907.

88. *McCrillis v. Copp*, 31 Fla. 100, 12 So. 643.

89. *Savannah v. Mulligan*, 95 Ga. 323, 325, 22 S. E. 621, 29 L. R. A. 303, 51 Am. St. Rep. 86; *Dallas v. Allen* (Tex. Civ. App.), 40 S. W. 324.

See also *dicta* in *Adams v. Milwaukee*, 144 Wis. 371, 129 N. W. 518.

Compare *Lowe v. Conroy*, 120 Wis. 151, 97 N. W. 942, 66 L. R. A. 907, 102 Am. St. Rep. 983.

Removal of trees. While a municipal corporation in constructing a sidewalk may remove trees standing in the way, it has

building is destroyed merely because it is within the fire limits and is not such a building as may be erected within such limits, the municipality is liable if it does unnecessary damage to the building and its contents, in demolishing it.⁹⁰

Such a destruction of property does not violate the constitutional pledge that private property shall not be taken, damaged, or the like, for public use, *without just compensation*.⁹¹ Such destruction is not the taking of property for public use by an exercise of the right of *eminent domain*, but instead "a destruction of it to avert an imminent public injury, which is a different thing from taking by the right of eminent domain, and is in no legal sense an exercise of that right but stands on entirely different ground, namely, on the ground of necessity, or, more, properly speaking, on the ground of the police power of the state, whereas the right of eminent domain stands on constitutional grounds."⁹² The right of eminent domain can wait the forms and delay of the law, but this right to destroy property is governed by necessity which knows no law.⁹³

§ 2649. Same—statutes creating liability.

In some states statutes or charters provide that where property is destroyed because of necessity to prevent the spread of fire, the municipality shall be liable in damages, or broader ones have been enacted, covering in addition other forms of loss from destruction of property because of necessity to safeguard the other prop-

no right to destroy trees where their removal is not required. *Waterbury v. Morphew*, 146 Ia. 313, 125 N. W. 205, and see § 1327, *ante*, vol. 3.

90. A municipal corporation exercising its right to destroy frame buildings within the fire limits will be liable for damage needlessly inflicted. *Wheeler v. Aberdeen*, 45 Wash. 63, 87 Pac. 1061.

91. *Russell v. New York*, 2 Denio (N. Y.), 461; *Dallas v. Allen* (Tex. Civ. App.), 40 S. W. 324.

92. Per Justice Rowell in *Aitken v. Wells River*, 70 Vt. 308, 309, 40 Atl. 829, 41 L. R. A. 566, 67 Am. St. Rep. 672.

§ 1454, p. 3074, *ante*, vol. 4.

93. *Keller v. Corpus Christi*, 50 Tex. 614, 32 Am. Rep. 613.

ety or health of the municipality.⁹⁴ However, in order to warrant a recovery under such statutes, the case must be brought clearly within the terms thereof,⁹⁵ but it would seem that such statutes should be liberally construed in the interest of justice.

§ 2650. Injuries by mobs and rioters.

At common law a municipal corporation is not liable for injuries to property occasioned by mobs or riotous assemblages,⁹⁶ since the duty to preserve order and pre-

94. *Russell v. New York*, 2 Denio (N. Y.), 461 (holding statutory remedy must be adhered to); *New York v. Lord*, 17 Wend. (N. Y.), 285.

Statute not applicable when building pulled down was so far burnt that it would be impossible to save it from destruction by fire. *Taylor v. Plymouth*, 8 Metc. (Mass.) 462. Compare, however, *Richmond v. Smith*, 15 Wall. (U. S.) 429, 21 L. Ed. 200; and see *New York v. Lord*, 17 Wend. (N. Y.) 285.

Unsanitary. *Metzger v. Markham*, 36 App. Cas. (D. C.) 212.

Under Georgia and New York statutes, injury to personal as well as real property may be recovered. *Dawson v. Kuttner*, 48 Ga. 133, 136; *New York v. Lord*, 17 Wend. 285, 294. But the statute does not apply to the burning of bedding to prevent the spread of disease. *Savannah v. Mulligan*, 95 Ga. 323, 22 S. E. 621, 29 L. R. A. 303, 51 Am. St. Rep. 86.

Massachusetts statute, when recovery authorized for premises destroyed to block fire. *Bowditch v. Boston*, 101 U. S. 16, 25 L. Ed. 980; *Ruggles v. Nantucket*, 11 Cush. (Mass.) 433.

Factor or commission merchant, having lien for charges on goods destroyed, may recover damages to the amount of his lien. *New York v. Stone*, 20 Wend. (N. Y.) 139.

Existence of insurance on property destroyed, and receipt of money thereon for the loss, does not bar a recovery. *New York v. Stone*, 20 Wend. (N. Y.) 139.

Interest on value of goods lost is a proper item. *New York v. Stone*, 20 Wend. (N. Y.) 139.

95. *Ruggles v. Nantucket*, 11 Cush. (Mass.) 433, holding only owner can sue and that proof must show building was destroyed by order of three firewards.

96. *Chicago League Ball Club v. Chicago*, 77 Ill. App. 124, 135; *Ward v. Louisville*, 16 B. Mon. (Ky.) 184; *Prather v. Lexington*, 13 B. Mon. (Ky.) 559, 56 Am. Dec. 585; *Baltimore v. Paultney*, 25 Md. 107; *Louisiana v. New Orleans*, 109 U. S. 285, 3 Sup. Ct. 211, 27 L. Ed. 936; *New Orleans v. Abbagnato*, 62 Fed. 240, 10 C. C. A. 361, 26 L. R. A. 329.

Mobs. A provision in the charter requiring the council to regulate the police of the city, preserve the peace, prevent riots, disturb-

vent mob violence is a governmental one;⁹⁷ and this is so even though its officers participate therein.⁹⁸ Likewise, general statutes authorizing a recovery for death by wrongful act do not warrant a recovery.⁹⁹

However, it is provided by statute in several states that municipalities shall be liable for injuries to property by mobs or riots within the corporate limits,¹ and

ances, and disorderly assemblages, had reference to the passage of ordinances to be enforced by officers appointed for the purpose, and did not make the city responsible for the riotous destruction of property, or the neglect of the officers of the city in not preventing such destruction. *Western College, etc. v. Cleveland*, 12 Ohio St. 375.

97. *Chicago v. Chicago League Ball Club*, 196 Ill. 54, 63 N. E. 695.

98. *Wallace v. Norman*, 9 Okla. 339, 60 Pac. 108, 48 L. R. A. 620.

99. *New Orleans v. Abbagnato*, 62 Fed. 240, 10 C. C. A. 361, 26 L. R. A. 329.

1. *Illinois*. *Sturges v. Chicago*, 237 Ill. 46, 86 N. E. 683.

Louisiana. *Williams v. New Orleans*, 23 La. Ann. 507.

Maryland. *Baltimore v. Poultney*, 25 Md. 107.

New York. *Adamson v. New York*, 188 N. Y. 255, 80 N. E. 937, 10 L. R. A. (N. S.) 925.

New Hampshire. *Underhill v. Manchester*, 45 N. H. 214.

Pennsylvania. *Allegheny v. Gibson*, 90 Pa. St. 397, 35 Am. Rep. 670.

United States. *Louisiana v. New Orleans*, 109 U. S. 285, 3 Sup. Ct. 211, 27 L. Ed. 936; *Chicago v.*

Pennsylvania Ry. Co., 119 Fed. 497, 57 C. C. A. 509.

Rioters need not be citizens. Under statutes making a municipal corporation liable to the owner of property damaged by mobs, the municipality may be liable whether all of the rioters are citizens or not. *Chadbourn v. New Castle*, 48 N. H. 196.

Municipality may sue for injury from mob from neighboring city. *Kensington Com'rs v. Philadelphia*, 13 Pa. 76.

Railroad company as bailee—right to sue. Railroad cars held under a lease, or temporarily in possession of a railroad company as a bailee and common carrier. Title sufficient to warrant a recovery. *Chicago v. Pennsylvania Co.*, 119 Ind. 497, 503, 57 C. C. A. 509; *Pittsburg, C. C. & St. L. R. Co. v. Chicago*, 242 Ill. 178, 89 N. E. 1022.

Towns included. Statute applying to "any city of this commonwealth" held to include incorporated towns. *Higgins v. Crab Orchard*, 8 Ky. L. Rep. 112.

Death. Statute of 1855 in Louisiana, creating liability for destruction of "property," does not include liability for death of person, since in 1855 no action would lie in that state for loss of

such statutes are valid and uniformly held to be within the power of the legislature to enact.² But statutory lia-

a human life. *Gianfortone v. New Orleans*, 61 Fed. 64, 67, 24 L. R. A. 592, construing Louisiana statute.

Mitigation of damages. In Kansas, it is expressly provided by statute that "the character, use or manner of occupancy of the property lost or destroyed, and the reputation and conduct of the person injured, may be given in evidence in mitigation of damages." *Stevens v. Anthony*, 82 Kan. 179, 107 Pac. 557.

Interest should be allowed. *Greer v. New York*, 3 Rob. (N. Y. Super. Ct.) 406. See *Orr v. New York*, 64 Barb. (N. Y.) 106.

In Kansas, damages not limited to those resulting in death or loss of limb. *Iola v. Birnbaum*, 71 Kan. 600, 81 Pac. 198.

2. *Sturges v. Chicago*, 237 Ill. 46, 50, 86 N. E. 683; *Chicago v. Manhattan Cement Co.*, 178 Ill. 372, 53 N. E. 68, 45 L. R. A. 848, 69 Am. St. Rep. 321; *Hagerstown v. Sehner*, 37 Md. 180; *Darlington v. New York*, 31 N. Y. 164, 28 How. Prac. 352, 88 Am. Dec. 248; *Luke v. Brooklyn*, 43 Barb. (N. Y.) 54; *Sarles v. New York*, 47 Barb. (N. Y.) 447; *Pennsylvania Co. v. Chicago*, 81 Fed. 317.

Statutory liability for injuries from mobs. The underlying principle upon which laws of this character are founded is "that it is to the interest of everyone that property should be protected, and that it is for the general good that such laws should exist. When

the importance of social order and the security of person and property resulting from it are impressed upon the public mind by the strong influence of pecuniary responsibility, a sharper vigilance is excited and a more efficient action aroused in regard to the prevention and suppression of riotous assemblages, by which in large cities property is so often damaged and destroyed. This usage it appears is of ancient origin. It prevailed among the Franks and the ancient Germans, and was adopted at a later day in other countries from nations of German descent. In England, in the districts called Hundreds, having formerly contained each one hundred families, it was introduced at a remote period. In many cases where an offense is committed within the Hundred, the inhabitants are civilly responsible to the party injured. In other states of the Union, laws have been passed making cities or counties responsible for the destruction of property by a mob." *Williams v. New Orleans*, 23 La. Ann. 507, 508.

The Illinois statute is not unconstitutional as depriving cities of their property without due process of law because liability is imposed irrespective of the power of the city to have prevented the violence, nor because it discriminates between cities and unincorporated subdivisions of a county. *Chicago v. Sturges*, 222 U. S. 313, 32 Sup. Ct. 92, 56 L. Ed. 215, aff'g 237 Ill. 46, 86 N. E. 683.

bility of a municipal corporation for damages caused by riots and mobs may be withdrawn or limited by the legislature at its pleasure.³

Under most of such statutes, the city is liable regardless of negligence,⁴ although a few read to the contrary.⁵ So it is generally no defense that the property injured or destroyed was that of a non-resident,⁶ nor that the property was taken and carried away instead of destroyed or injured,⁷ nor that the plaintiff was carrying on a business not authorized by the law of its incorporation,⁸ nor that the mob was composed mostly of employees of the person whose property was injured.⁹ But it would seem that the statutes do not apply where the mob or riot assembles or occurs outside of the limits of the municipality in which the property is destroyed or injured.¹⁰

Statutes imposing liability upon municipal corporations for damage done by mobs usually provide, however, that an owner of property cannot recover from the municipality for damages done thereto by a mob where his negligence or improper conduct contributes to the injury.¹¹ So they often provide that the municipality

Lynching. Fact that statute fixes amount of recovery is no objection. *Champaign County v. Church*, 62 Ohio St. 318, 345, 57 N. E. 50, 48 L. R. A. 738, 78 Am. St. Rep. 718.

3. *Louisiana v. New Orleans*, 109 U. S. 285, 3 Sup. Ct. 211, 27 L. Ed. 936.

4. *Sturgis v. Chicago*, 237 Ill. 46, 86 N. E. 683; *Iola v. Birnbaum*, 71 Kan. 600, 81 Pac. 198.

5. Maryland statute of 1835, construction of, see *Duffy v. Baltimore*, Fed. Cas. No. 4,118.

6. *Williams v. New Orleans*, 23 La. Ann. 507; *Allegheny County v. Gibson*, 90 Pa. 397, 35 Am. Rep. 670.

7. *Spring Valley Coal Co. v. Spring Valley*, 65 Ill. App. 571, 590; *Sarles v. New York*, 47 Barb. (N. Y.) 447.

Goods are "injured" where forcibly taken away. *Baltimore v. Poultney*, 25 Md. 107.

8. *Spring Valley Coal Co. v. Spring Valley*, 65 Ill. App. 571, 592, 72 Ill. App. 629, 633.

9. *Spring Valley Coal Co. v. Spring Valley*, 65 Ill. App. 571.

10. *Sturges v. Chicago*, 237 Ill. 46, 52, 86 N. E. 683.

11. *Wing Chung v. Los Angeles*, 47 Cal. 531; *Paladino v. Westchester County*, 47 Hun (N. Y.), 337; *Wolfe v. Richmond County*, 11 Abb. Pr. (N. Y.) 270; *East-*

shall not be liable where the owner, having knowledge of the intention or attempt to destroy his property, fails to give notice to the proper officers of the municipality.¹² The object of notice in such cases is to secure protection against the acts of the mob, and where notice would be useless for that purpose, one whose property is injured will not be deprived of his right against the municipal corporation for damages for failing to give notice.¹³ The notice required must be given by or on behalf of the

man v. New York, 5 Robt. (N. Y.) 389; *Moody v. Niagara County*, 46 Barb. (N. Y.) 659; *Underhill v. Manchester*, 45 N. H. 214; *Palmer v. Concord*, 48 N. H. 211, 97 Am. Dec. 605; *Chadbourn v. New Castle*, 48 N. H. 196; *Allegheny v. Gibson*, 90 Pa. St. 397, 35 Am. Rep. 670.

See also *Spring Valley Coal Co. v. Spring Valley*, 65 Ill. App. 571, 96 Ill. App. 230; *Brightman v. Bristol*, 65 Me. 426, 20 Am. Rep. 711, evidence that factory destroyed was in fact a nuisance, not admissible.

Keeping of house of ill fame not "carelessness or negligence." *Blodgett v. Syracuse*, 36 Barb. (N. Y.) 526.

Where a business is lawful *per se* but the nuisance consists in the unsuitable place where it is carried on, it is no defense to an action for damages from destruction by a mob. *Brightman v. Bristol*, 65 Me. 426, 437, 20 Am. Rep. 711.

12. *Wing Chung v. Los Angeles*, 47 Cal. 531; *Chadbourn v. New Castle*, 48 N. H. 196; *Moody v. Niagara County*, 46 Barb. (N. Y.) 659; *Schiellein v. Kings County*, 43 Barb. (N. Y.) 490; *Wolfe*

v. Richmond County, 11 Abb. Pr. (N. Y.) 270.

Written notice. It has been held in Pennsylvania that such a notice when required by statute, must be in writing. *St. Michael's Church v. Philadelphia County*, *Brightly*, N. P. (Pa.) 121. But see *Alleghany County v. Gibson*, 90 Pa. 397, 35 Am. Rep. 670, and *Donoghue v. Philadelphia County*, 2 Pa. 230.

Must be time to give notice. Statutes requiring notice to be given to municipal authorities after the owner of property has been apprised of a threat or attempt to destroy or injure it, by any mob or riot necessarily contemplate that a sufficient period of time shall intervene between the threat or attempt and the execution of it to admit of such notice being given. *Moody v. Niagara County*, 46 Barb. (N. Y.) 659.

13. *Schiellein v. Kings County*, 43 Barb. (N. Y.) 490.

If the proper officers knew of the attempt or intention of the mob, notice from the owner of the property is not required to entitle him to damages. *Alleghany County v. Gibson*, 90 Pa. 397, 35 Am. Rep. 670; *Newberry v. New York*, 31 N. Y. Super. Ct. 369.

person claiming damages. Notice given by an employer, but not on behalf of his employees, of the likelihood of mob violence on account of a strike, does not inure to the benefit of the employees.¹⁴

§ 2651. Same—what is a “mob” or “riot.”

The mob and riot statutes differ considerably in phraseology.¹⁵

In New York, the statute merely provides that a city or county shall be liable to a person whose property is destroyed or injured therein “by a mob or riot,” and it was held thereunder that where a few boys and young men, in gathering material for an election bonfire, partially demolished an unoccupied and dilapidated house, but dispersed whenever a policeman appeared, no recovery could be had, since there was no “mob” or “riot” but rather malicious mischief or trespass or larceny or some kindred offense.¹⁶ In another decision in that state, where a crowd which had assembled at a fire broke into plaintiff’s store and carried away his goods, it was held that there was a mob or riot even though the crowd assembled at first for a lawful purpose, and that it was not necessary that there should be a leader.¹⁷ So where a crowd of people tore down buildings the statute was held applicable.¹⁸

In Ohio it is held that the fact that the assembly of

14. *Long v. Neenah*, 128 Wisc. 40, 44, 107 N. W. 10, 8 Am. and Eng. Ann. Cas. 463.

15. Not a mob where two conflicting state governments, in 1874, clashed in Louisiana. *Street v. New Orleans*, 32 La. Ann. 577.

16. *Adamson v. New York*, 188 N. Y. 255, 80 N. E. 937, 10 L. R. A. (N. S.) 925, approving *Duryea v. New York*, 10 Daly (N. Y.), 300, aff’d in 100 N. Y. 625 without opinion, where the facts were very similar.

17. *Solomon v. Kingston*, 24

Hun (N. Y.), 562, aff’d without opinion in 96 N. Y. 651.

18. From one to two hundred people, mostly Polish, came on to certain property one morning and commenced to slash down the buildings thereon, consisting of a slaughter house, an ice house, and a wagon shed and stable. They working some two or three days until nothing was left but the foundations. There were no previous threats. It was held held that the property was destroyed by a mob or riot within

persons is lawful does not preclude their uniting in unlawful conduct so as to become rioters,¹⁹ and that is undoubtedly the rule in all jurisdictions.

In Kentucky, the statute applies to a "riotous and tumultuous assemblage of people," and it was held thereunder that the purpose of the assemblage, or the aim that it had primarily in view, was not material, if it was in fact riotous and tumultuous, and that an assemblage of a thousand merry-makers celebrating the advent of Christmas, where obstructing the use of the street and discharging fireworks loaded with powerful explosives, endangering life and preventing the use of the street for the purposes of business, was a riotous or tumultuous assemblage.²⁰

However, *in Wisconsin*, it has been held that the statute in that state did not apply where, on the night before the 4th of July, a crowd was in the street, unlawfully engaged in shooting off fireworks, and a passer-by was injured by some one throwing a cannon firecracker at him, for the reason that there was no common intent to injure the plaintiff or any other person by the explosion of the cannon cracker.²¹

In Kansas, an instruction that "a mob is an unorganized assemblage of many persons intent on unlawful violence, either to persons or property," was approved, under the statutory definition of riot in that state; and it was held that a recovery was authorized where shortly after a marriage a number of men drew in a wagon the newly married couple up and down the streets, introducing them in burlesque speeches, and attracting a large

the spirit of the statute. *Marshall v. Buffalo*, 64 N. Y. S. 411, 50 App. Div. 149, 156. On a second appeal, it was held that new evidence that there was no actual fighting or unnecessary noise or rioting on the part of the persons who destroyed the property was immaterial. *Marshall v. Buffalo*, 71 N. Y. S. 719, 63 App. Div. 603.

19. *Champaign County v. Church*, 62 Ohio St. 318, 348, 57 N. E. 50, 48 L. R. A. 738, 78 Am. St. Rep. 718.

20. *Madisonville v. Bishop*, 113 Ky. 106, 67 S. W. 269, 57 L. R. A. 130.

21. *Aron v. Wausau*, 98 Wis. 592, 74 N. W. 354.

crowd and occasioning some disorder and tumult, resulting in injury by the wagon running over and breaking a boy's leg.²²

3. RESPONDEAT SUPERIOR.

§ 2652. *Respondeat superior* doctrine in general.

In a proper case, the rule of *respondeat superior* applies to municipal corporations.²³ Municipalities are liable for the negligence or wrongful acts of their officers, agents or servants, under the rule of *respondeat superior*, provided (1) the relation of master and servant exists between the municipality and the tortfeasor;²⁴ (2) the act is within the scope of the duties of the officer, agent or servant,²⁵ and not *ultra vires*;²⁶ and (3) the duty in which the tortfeasor was engaged was a private corporate duty as distinguished from a governmental one.²⁷

§ 2653. Necessity for relationship of master and servant.

In order to hold a municipality liable in damages because of the tort of one alleged to be its servant, it must appear that he was a servant of the municipality at the time of the alleged tort.²⁸ There is more or less *dicta*

22. *Cherryvale v. Hawman*, 80 Kan. 170, 101 Pac. 994.

23. *Cummins v. Seymour*, 79 Ind. 491, 41 Am. Rep. 618; *Boye v. Albert Lea*, 74 Minn. 230, 76 N. W. 1131; *Hilsdorf v. St. Louis*, 45 Mo. 94, 100 Am. Dec. 392; *Higbie v. Board of Education*, 107 N. Y. S. 168, 122 App. Div. 483; *Dayton v. Pease*, 4 Ohio St. 80, 95.

Leading case, see *Bailey v. New York*, 3 Hill (N. Y.), 531, 38 Am. Dec. 669.

24. § 2563, *post*.

25. § 2656, *post*.

26. § 2637, *ante*.

27. § 2623, *ante*.

28. If a municipal officer is temporarily acting as the servant of a third person, there is no municipal liability. *Harvey v. Hillsdale*, 86 Mich. 330, 49 N. W. 141; *Butler v. Oxford*, 69 Miss. 618, 13 So. 626; *Palmer v. St. Albans*, 60 Vt. 427, 13 Atl. 569, 6 Am. St. Rep. 125.

Plan of defective drain, by city engineer, for private persons who are about to construct a private drain. City not liable. *Kansas City v. Brady*, 52 Kan. 297, 34 Pac. 884, 39 Am. St. Rep. 349.

Surveys. Not liable where city engineer makes error in survey.

in the decisions as to when persons are, as a matter of fact, the agents or servants of the municipality²⁹ but no precise rule has been laid down as a test.³⁰ That the same rules do not apply, at least in full, as in case of other masters, as laid down in text books on the law of Master and Servant,³¹ is doubtlessly true. Thus, where no municipality is involved, it is generally held that no one can be held responsible as master who has not the right to choose the servant from whose acts the injury flows,³² while the contrary is held as to municipalities.³³ The test generally, however, narrows down to the *power to control*. The *right to control* the action of the person doing the alleged wrong, at the time of and with reference to the matter out of which the alleged wrong sprung, which is a general test of the relationship of

where he is required to make surveys for private individuals for a fee. *McCarty v. Bauer*, 3 Kan. 237.

Engineer. Not liable for incorrect information given by engineer, although he is required to give it for a fee. *Waller v. Dubuque*, 69 Ia. 541, 29 N. W. 456.

29. See *Toledo v. Cone*, 41 Ohio St. 149, 162.

30. **Contractor.** Where contractor is building a sidewalk for an abutter, and there is no duty imposed on the city to construct sidewalks, he is not the agent or servant of the city, nor engaged in performing a duty imposed by law upon it. *Thompson v. West Bay City*, 137 Mich. 94, 100, 100 N. W. 280, followed in *Whealy v. Imlay City*, 161 Mich. 499, 126 N. W. 714.

One working out a poll tax is a servant. *Winfield v. Peeden*, 8 Kan. App. 671, 674, 57 Pac. 131.

31. *Bailey, Pers. Inj.* (2nd Ed.), §§ 20-36.

The relation of master and servant exists only where the person who is sought to be charged as master either employed or controlled the alleged servant, or had the right of control over him at the time when the injury happened, or expressly or tacitly assented to the rendition of the particular service by him. He must at the time have had the right to direct the action of the servant and to accept or reject its rendition by him. *Bailey, Pers. Inj.* (2nd Ed.), vol. 1, § 19.

32. *Bailey, Pers. Inj.* (2nd Ed.), § 20.

The rule of *respondeat superior* applies, in cases other than where a municipal corporation is involved, only where (1) the employer has the right to select his servants, (2) to discharge them, and (3) to direct or control them while in his employment. *Wakefield v. Newport*, 62 N. H. 624, applying rule to municipalities.

33. § 2654, *post*.

master and servant, governs, at least to a very great extent in determining whether a municipality is liable under the rule of *respondeat superior*; ³⁴ and the right to discharge or terminate the relationship is important. ³⁵ Thus, if a board of water commissioners is established by *ordinance*, and the entire management of the water-works is entrusted to them, they are nevertheless within the control of the municipality which may change the duties or take away the powers granted, at any time; and in this respect there is a difference between a board established by the municipality itself by ordinance and one established by the legislature by statute. ³⁶

On the other hand, where a commissioner of highways is provided for by statute, and the city is constituted one highway district, he is not the servant of the city so as to make it liable for his torts, where neither the city nor the council can direct or control him in the performance of the duties entrusted him by statute. ³⁷ However, in regard to water boards and the like, exercising corporate as distinguished from governmental powers, the mu-

34. *Sullivan v. Holyoke*, 135 Mass. 273, 277; *Hall v. Concord*, 71 N. H. 367, 369, 52 Atl. 864, 58 L. R. A. 455; *Moest v. Buffalo*, 101 N. Y. S. 996, 116 App. Div. 657; *Alcorn v. Philadelphia*, 44 Pa. 348.

City not liable for acts of officers independent of the municipality as to their tenure of office and the manner of discharging their duties. *Backer v. West Chicago Park Com'rs*, 66 Ill. App. 507.

Where a street superintendent acts, for the time being, as the agent of the city and not as a public official, the city is liable for his wrongful removal and taking of gravel from private property. *Hunt v. Boston*, 183

Mass. 303, 67 N. E. 244, and see *Collins v. Greenfield*, 172 Mass. 78, 81, 51 N. E. 454.

City not liable for error of surveyor and superintendent of streets in fixing grade level for street, where, as to such duties, they were not subject to, or controlled by, the municipality. *Sievers v. San Francisco*, 115 Cal. 648, 47 Pac. 687, 56 Am. St. Rep. 153.

35. See *Toledo v. Cone*, 41 Ohio St. 149, 162, 163.

36. *Rhobidas v. Concord*, 70 N. H. 90, 117, 47 Atl. 82, 51 L. R. A. 381, 85 Am. St. Rep. 604.

37. *Hall v. Concord*, 71 N. H. 367, 52 Atl. 864, 58 L. R. A. 455, Judge Remick dissenting.

municipality has sometimes been held liable, it would seem, with little or no regard for the question as to the right to control.³⁸

The municipality which has placed an employee in charge of certain work cannot be heard to deny the legality of his appointment, when sued because of his negligence.³⁹

§ 2654. Same—by whom appointed or paid immaterial.

So far as the question as to whether officers or agents are the officers or agents of the municipality, so as to render it liable for their misdeeds, is concerned, it is not “of the slightest consequence by what means these several officers are placed in their position,—whether they are elected by the people of the municipality, or appointed by the President or a governor.”⁴⁰ Furthermore, “it is equally unimportant from what source he receives compensation, or whether he serves without it.”⁴¹ On the other hand, the fact that an officer or the members of a board are appointed by the governing board of the municipality does not necessarily make them the servants or agents of the municipality.⁴²

38. § 2658, *post*.

39. *Sheffield v. Harris*, 101 Ala. 564, 14 So. 357.

40. Per Mr. Justice Hunt, in *Barnes v. District of Columbia*, 91 U. S. 540, 545, 23 L. Ed. 440; *Denver v. Peterson*, 5 Colo. App. 41, 36 Pac. 1111.

See also *Fox v. Philadelphia*, 208 Pa. 127, 132, 57 Atl. 356, 65 L. R. A. 214.

Need not be appointed by municipality. *Anne Arundel County Com'rs v. Duckett*, 20 Md. 468, 83 Am. Dec. 557.

Whether officer elected by people or by common council is immaterial. *Furnell v. St. Paul*, 20 Minn. 117, 124.

41. *Barnes v. District of Columbia*, 91 U. S. 540, 546, 23 L. Ed. 440.

Payment by city does not make superintendent of streets, and those under him, the servant of the city. *Manners v. Haverhill*, 135 Mass. 165, 171.

42. *Valentine v. Englewood*, 76 N. J. L. 509, 71 Atl. 344, 19 L. R. A. (N. S.) 262; *Maxmillian v. New York*, 62 N. Y. 160, 20 Am. Rep. 468; *Aldrich v. Tripp*, 11 R. I. 141, 23 Am. Rep. 434.

“Where a municipal corporation elects or appoints an officer, in obedience to an act of the legislature, to perform a public service, in which the corporation has

§ 2655. Same—duties directly imposed by statute on officer.

Some cases draw a distinction between a duty imposed on a municipality directly and one imposed on an officer thereof. Thus, there is *dicta* that “if the act of the officer * * * is done in the attempted performance of a duty laid by the law upon him and not upon the municipality, then the municipality is not liable for his negligence therein.”⁴³ But in some states this distinction has been expressly repudiated,⁴⁴ and it is difficult to see why a municipality should be liable any more in the one case than the other. However, there is no doubt that the liability of a municipality for the acts or omissions of an officer elected or appointed by it, does not extend to a duty specially imposed on the officer, which is not connected with his duties as agent of the corporation and in which it has no private interest, and from the

no private interest and from which it derives no special benefit or advantage in its corporate capacity, such officer cannot be regarded as a servant or agent of the municipality, for whose negligence or want of skill it can be held liable.” *Maxmillian v. New York*, 62 N. Y. 160, 165, 20 Am. Rep. 468.

43. *Maxmillian v. New York*, 62 N. Y. 160, 164, 20 Am. Rep. 468, and see *Martin v. Brooklyn*, 1 Hill (N. Y.), 545.

Municipal corporations are not liable for dereliction or remissness of municipal officers or agents in the performance of public or governmental functions of the city, or in the performance of duties imposed upon those officers which are prescribed and limited by express law; and, when an injury results from the wrong-

ful act or omission of a municipal officer charged with duty prescribed and limited by law, the doctrine of *respondeat superior* is inapplicable. The officer is not treated as the agent or servant of the corporation in the performance of such duty, but is held to be the servant and agent of and controlled by the law, and, while for his tortious acts he will be held responsible, the municipality will not. Upon the other hand, if the act is one commanded by the municipality itself, if inherently wrong, the municipality and the agent who performed will both be liable. *Perkins v. Blauth*, 163 Cal. 782, 127 Pac. 50.

44. *Nicholson v. Detroit*, 129 Mich. 246, 255-258, 88 N. W. 695, 56 L. R. A. 601.

performance of which it derives no special or corporate benefit.⁴⁵

§ 2656. Acts beyond scope of agent's authority.

To render a municipal corporation liable for tortious acts of its officers and servants, the act must have been authorized or ratified, *i. e.*, within the scope of the powers of the officer or agent, by the municipality. The act is within the scope of the officer's or agent's duties where it is expressly authorized, as where done in pursuance of a vote of the inhabitants of a town in town meeting,⁴⁶ or in pursuance of a vote of the council of a city;⁴⁷ but it is not necessary that the act be *expressly* authorized but it is sufficient that it is within the scope of the general duties of the officer or agent.⁴⁸

If the wrongful or negligent act is outside the scope of his duties, and is not ratified by the municipality, it is not liable.⁴⁹ However, the municipality is liable al-

45. *New York & B. S. & L. Co. v. Brooklyn*, 71 N. Y. 580, 584.

46. *Lawrence v. Fairhaven*, 5 Gray (Mass.), 110; *Johnson v. Somerville*, 195 Mass. 370, 81 N. E. 268, 10 L. R. A. (N. S.) 715.

47. *Perry v. Worcester*, 6 Gray (Mass.), 544, 66 Am. Dec. 431; *Johnson v. Somerville*, 195 Mass. 370, 81 N. E. 268, 10 L. R. A. (N. S.) 715.

48. *Colorado City v. Llafe*, 28 Colo. 468, 65 Pac. 630, implied authority of street commissioner to secure gravel to repair streets. See also *Woodcock v. Calais*, 68 Me. 244.

If employees of a city are authorized to perform certain work, it is not necessary, to create liability of the city for their negligence to show that the specific act causing the injury was expressly

authorized by the city. *Provine v. Seattle*, 59 Wash. 681, 110 Pac. 619.

49. *California*. *Dunbar v. San Francisco*, 1 Cal. 355.

Florida. *Scott v. Tampa* (Fla. 1911), 55 So. 983.

Illinois. *Chicago v. Hannon*, 115 Ill. App. 183; *Chicago v. McGraw*, 75 Ill. App. 566.

Maine. *Snow v. Brunswick*, 71 Me. 580.

Maryland. *Cumberland v. Willison*, 50 Md. 138, 33 Am. Rep. 304.

Massachusetts. *Johnson v. Somerville*, 195 Mass. 370, 81 N. E. 268, 10 L. R. A. (N. S.) 715; *Morrison v. Lawrence*, 98 Mass. 219; *Barney v. Lowell*, 98 Mass. 570; *McCarthy v. Boston*, 135 Mass. 197; *Manners v. Haverhill*, 135 Mass. 165; *Curran v. Boston*, 151 Mass. 505, 24 N. E. 781, 8 L. R. A. 243, 21 Am.

though the officer or agent may be acting without the express orders of the municipality or even contrary to

St. Rep. 465; *Jensen v. Waltham*, 166 Mass. 344, 44 N. E. 339.

Michigan. *Detroit v. Blackeby*, 21 Mich. 84, 4 Am. Rep. 450.

Missouri. *Rowland v. Gallatin*, 75 Mo. 134, 42 Am. Rep. 395 (entering on private property and removing earth to improve street); *Hilsdorf v. St. Louis*, 45 Mo. 94, 100 Am. Dec. 352 (agreement to remove carcasses of animals).

Nebraska. *Wabasha Electric Co. v. Wymore*, 60 Neb. 199, 82 N. W. 626.

New Jersey. *Howard v. Waters*, (N. J. L. 1909), 73 Atl. 50.

New York. *Lee v. Sandy Hill*, 40 N. Y. 442; *Tilford v. New York*, 37 N. Y. S. 185, 1 App. Div. 199 (arrest or quarantine of persons, by commissioner in charge of water supply); *Reynolds v. Board of Education*, 53 N. Y. S. 75, 33 App. Div. 88, 97 (act of truant officer in arresting a pupil); *Hanvey v. Rochester*, 35 Barb. (N. Y.) 177.

Pennsylvania. *Alcorn v. Philadelphia*, 44 Pa. 348.

Rhode Island. *Donnelly v. Tripp*, 12 R. I. 97. See *Willoughby v. Allen*, 25 R. I. 531, 56 Atl. 1109, may show authority conferred by verbal instructions.

Texas. *Houston v. Dupree*, 103 Tex. 292, 126 S. W. 1115; *Galveston v. Brown*, 28 Tex. Civ. App. 274, 67 S. W. 156.

Utah. *Royce v. Salt Lake City*, 15 Utah, 401, 49 Pac. 290; Acts of chief of police requiring one to break stones, where not sentenced to hard labor.

Virginia. *Robinson v. Danville*, 101 Va. 213, 43 S. E. 337.

West Virginia. *Rutherford v. Williamson*, 70 W. Va. 402, 74 S. E. 682.

United States. *Clark v. Atlantic City*, 180 Fed. 598; *Winona v. Botzet*, 169 Fed. 321, 94 C. C. A. 563; *Hart v. Bridgeport*, Fed. Cas. No. 6,149, 13 Blatchf. 289.

Acts outside scope of authority. "As a general rule a municipal corporation is not responsible for the unauthorized and unlawful acts of its officers, although done *colore officii*; it must further appear that the officers were expressly authorized to do the acts, by the corporation, or that they were done *bona fide* in pursuance of a general authority to act for the corporation, on the subject to which they relate, or that, in either case, they were adopted and ratified by the corporation." *Thayer v. Boston*, 19 Pick. (Mass.) 511, 31 Am. Dec. 157, quoted in *Worley v. Columbia*, 88 Mo. 106, 113.

Malicious prosecution. City not liable for act of tax collector in bringing a malicious suit, unless it was authorized or ratified by the municipality. *Horton v. Newell*, 17 R. I. 571, 23 Atl. 910. And it is doubtful if a suit lies in any case, against a municipality, for malicious prosecution. See § 2637, *ante*.

City not liable for tort of common council in maliciously encouraging the attempt to oust an official from office because of al-

them, where engaged in the work for which he was employed.⁵⁰ And if the officer or agent is acting within the scope of his authority, it is immaterial that the contract which he made for the thing in connection with which the alleged negligence existed, was not binding on the municipality because not executed as required by statute or charter provision.⁵¹ So, in the absence of a showing to the contrary, it will ordinarily be presumed that a properly appointed or elected officer acted within the scope of his authority.⁵² Sometimes, however, there is difficulty in determining whether the alleged negligent officer or agent was acting within the scope of his duties,⁵³ but there is no good reason apparent why the rules governing this branch of the law as to master and servant, and principal and agent, in general, should not be applicable, and reference should be made to textbooks on such subjects.⁵⁴

leged misconduct. *Kempster v. Milwaukee*, 103 Wis. 421, 79 N. W. 411.

Where appropriation for 4th of July celebration was illegal because of failure to take the yeas and nays as required by statute, and hence the mayor had no power to procure fireworks at the expense of the city, the municipality is not liable for injuries from the fireworks. *Morrison v. Lawrence*, 98 Mass. 219.

Representations of town clerk, or omission to disclose information, not official acts for which municipality liable, under statute. *Lyman v. Edgerton*, 29 Vt. 305, 70 Am. Dec. 415.

Removal of a flag staff not alleged to be the property of the municipality, and there being no duty on the town to remove it, held not within the authority of the selectmen. *Wakefield v. New-*

port, 60 N. H. 374.

50. *Hooe v. Alexandria*, Fed. Cas. No. 6,667, 1 Cranch, C. C. 98.

Act need not have been ordered by a by-law or by any written order to the agent. *Pritchard v. Georgetown*, Fed. Cas. No. 11,437.

51. *Houston v. Dupree*, 103 Tex. 292, 126 S. W. 1115.

52. *Elgin v. Goff*, 38 Ill. App. 362; *Kobs v. Minneapolis*, 22 Minn. 159.

53. Immaterial that negligence was that of officer whose general duty was to attend to another department of the public business, where he was permitted by the municipality to do the act in question. *Stoddard v. Winchester*, 157 Mass. 567, 574, 32 N. E. 948.

Authority may be given by parol. *Akron v. McComb*, 18 Ohio, 229, 51 Am. Dec. 453.

54. See 3 Bailey, Pers. Inj. (2nd ed.), §§ 738-758.

§ 2657. Same—ratification.

A municipal corporation is liable for the torts of its officers, beyond the scope of their authority, if it ratifies them, unless the act is *ultra vires*, or illegal because forbidden.⁵⁵ However, the fact that a municipality authorizes its attorney to appear and defend a suit against one of its officers does not constitute a ratification of the acts of the officer.⁵⁶ And if there is no municipal power to do the act in the first instance, then of course there can be no ratification so as to bind the municipality.⁵⁷

§ 2658. Independent boards as municipal agents.

Whether a board, provided for by statute or charter, is or is not an agent of the municipality so as to make the latter liable for the torts of the board is a troublesome question, as to which the courts are more or less at variance, but at the same time refusing to lay down any general test to determine when the relationship exists.⁵⁸ Much depends on the wording of the statute, charter or ordinance under which they are appointed, as fixing the extent of the control, if any, of the munici-

55. *Louisiana*. McGary v. Lafayette, 4 La. Ann. 440.

Nebraska. Omaha v. Croft, 60 Neb. 57, 82 N. W. 120.

Oklahoma. Oklahoma City v. Hill, 6 Okla. 114, 50 Pac. 242 (trespass in acquiring possession of real estate).

Porto Rico. St. Johns Gas Co. v. San Juan, 1 Porto Rico, Fed. Rep. 160.

Rhode Island. Willoughby v. Allen, 25 R. I. 531, 534, 56 Atl. 1109.

Washington. Commercial Electric L. & P. Co. v. Tacoma, 20 Wash. 288, 55 Pac. 219, 72 Am. St. Rep. 103.

Construction of ditch or drain, in irregular way. Ratified by

city by its use thereof. Langley v. Augusta, 118 Ga. 590, 45 S. E. 486, 98 Am. St. Rep. 133, 138.

56. Buttrick v. Lowell, 1 Allen (Mass.) 172, 79 Am. Dec. 721.

57. Peters v. Lindsburg, 40 Kan. 654, 20 Pac. 490; Murray v. Omaha, 66 Neb. 279, 92 N. W. 299, 103 Am. St. Rep. 702.

58. Fire board held agents of city. Wagner v. Portland, 40 Ore. 389, 393, 60 Pac. 985.

Trustees of Brooklyn bridge held agents of the municipality. Walsh v. Trustees of New York & Brooklyn Bridge, 96 N. Y. 427, followed in Walsh v. New York, 107 N. Y. 220, 13 N. E. 911.

Canal commissioners. City not liable for negligence of commis-

pality over the board.⁵⁹ Furthermore, the nature of the duties performed by the board, *i. e.*, whether governmental or corporate, often is referred to as controlling although it would seem that the nature of the duties is an entirely separate matter. For example, if a board of water commissioners is not the agent of a municipality because the latter has no control over the board, it would seem, on principle, to be immaterial that the board was engaged in a corporate duty, but the courts often seem to take a different view and hold the municipality for the negligence of such a board.⁶⁰ Thus, in New York, it has been held that, in order to determine whether there

sioners appointed to improve canal in Brooklyn, since state agents. *New York & B. S. Mill & L. Co. v. Brooklyn*, 71 N. Y. 580.

59. **Board for inspection of buildings.** Where a board is created by statute, and the execution of laws and ordinances as to buildings was expressly given to such board and not to the city, and the board was not under the control of the city government but exercised its own discretion, the municipality is not liable for the torts of such board. *Murray v. Omaha*, 66 Neb. 279, 92 N. W. 299, 103 Am. St. Rep. 702.

Board of public charities held beyond control of city so as not to be agents. *Zollkoffer v. Havemeyer*, 2 Hun (N. Y.), 300, 4 Thomp. & C. 478.

Sewer commissioners, where powers obtained from city charter, held agents for whose negligence city is liable. *Platt v. Waterbury*, 72 Conn. 531, 45 Atl. 154, 48 L. R. A. 691, 77 Am. St. Rep. 335. In any event, nuisance created by such commissioners must be

abated by city. *Waycross v. Houk*, 113 Ga. 963, 39 S. E. 577.

Subway officers. It is held in Massachusetts that a servant injured while at work in the construction of the subway in Boston cannot recover damages from the city, because the work was in charge of transit commissioners established by the legislature and over which the city had no control; and that it was immaterial that the subway was to be the property of the city which was to receive all rents therefor, where the city had no voice in fixing the terms and rates for the use of the subway when completed, or any part thereof, and the statute requires the municipality to use any surplus for the support of the public parks, since the element of commercial advantage or pecuniary benefit to the city is a mere incident of the undertaking. *Mahoney v. Boston*, 171 Mass. 427, 50 N. E. 939.

60. *Lockwood v. Dover*, 73 N. H. 209, 214, 61 Atl. 32, overruling *Gross v. Portsmouth*, 68 N. H. 266, 33 Atl. 256, 73 Am. St. Rep. 586.

is municipal responsibility for the acts of a board, "the inquiry must be whether the department whose misfeasance or nonfeasance is complained of is a part of the machinery for carrying on the municipal government, and whether it was at the time engaged in the discharge of a duty, or charged with a duty primarily resting upon the municipality."⁶¹ However, the legislature may provide for the appointment of sewer, water and street commissioners, make them a body corporate, and provide that all actions for their wrongful conduct shall be brought against them and that no such action shall be brought against the municipality in its corporate name.⁶²

Generally, municipalities are held liable for the torts of such boards as the *board of public works*;⁶³ *board of*

61. If the board is a part of the machinery for carrying on the municipal government, the municipality is generally liable for its acts. *Pettingill v. Yonkers*, 116 N. Y. 558, 22 N. E. 1095, 15 Am. St. Rep. 442.

62. *Scott v. Saratoga Springs*, 199 N. Y. 178, 92 N. E. 393, holding village not liable for defective streets.

63. *Norton v. New Bedford*, 166 Mass. 48, 44 N. E. 1034; *Niven v. Rochester*, 76 N. Y. 619.

Board of public works was appointed by governor. It had full and exclusive power to govern and manage all parks, boulevards and pleasure ways in the city. It appointed and employed superintendents, inspectors, etc. The city paid the board and all its employees their salaries and furnished them with offices, etc. It was held that the board was "one of the agencies for carrying out the objects and purposes of the municipality. It is not an independent body, but is a part of the

corporation. Its duties are purely municipal and corporate, and in the performance of these duties it acts for the city," and that the city was liable for negligence of the board in charge of a steam roller. *Denver v. Peterson*, 5 Colo. App. 41, 43, 44, 36 Pac. 1111.

So a board of public works for the District of Columbia has been held to be such a component part of the municipality as to make the latter responsible for the torts of such board, in a proper case. *Barnes v. District of Columbia*, 91 U. S. 540, 552-557, 23 L. Ed. 440, approving *Bailey v. New York*, 3 Hill (N. Y.), 531, 38 Am. Dec. 669, aff'd in 2 Den. (N. Y.) 433.

In Maine, statute makes towns and cities liable for injuries caused by the want of proper maintenance or repair of public sewers. It was held that the fact that all the powers and duties in regard to sewers is vested by statute in a board of public works to be appointed by the council

water commissioners; ⁶⁴ board of *park commissioners*, ⁶⁵ unless entirely beyond municipal control; ⁶⁶ and other

does not relieve the municipality from liability. *Googin v. Lewiston*, 103 Me. 119, 125-127, 68 Atl. 894.

64. *Hourigan v. Norwich*, 77 Conn. 358, 363, 59 Atl. 487; *Deyoe v. Saratoga Springs*, 1 Hun (N. Y.) 341, 3 Thomp. & C. 504; *St. Germain v. Fall River*, 177 Mass. 550, 554, 59 N. E. 447; *Rhobidas v. Concord*, 70 N. H. 90, 47 Atl. 82, 51 L. R. A. 381, 85 Am. St. Rep. 604; *Aldrich v. Tripp*, 11 R. I. 141, 23 Am. Rep. 434.

See also *Reed v. Syracuse*, 83 Neb. 713, 716, 120 N. W. 180.

Board of water commissioners, although created by special statute, where existing solely for the benefit of the city, are agents of the city; and the city is liable for its negligence in digging a trench to lay water pipe. *Pettin-gill v. Yonkers*, 116 N. Y. 558, 565, 22 N. E. 1095, 15 Am. St. Rep. 442.

Fact that water board was created a body corporate does not affect the question of its agency, and city is liable for its misfeasance. *Seeley v. Amsterdam*, 66 N. Y. S. 221, 54 App. Div. 9.

But where waterworks are managed by a separate board, not in any way under the control of the municipality, and the duty violated was imposed by statute upon the board itself, the municipality was held not liable, in Pennsylvania. *Ashby v. Erie*, 85 Pa. St. 286.

In New Hampshire, it was held that where the municipality

can not direct or control the water commissioners in the discharge of their duties, and they have exclusive authority to determine where and in what manner water pipes shall be laid, and to do all other things touching the construction, maintenance and management of the waterworks, they are not the servants of the municipality and hence it is not liable for their acts. *Gross v. Portsmouth*, 68 N. H. 266, 33 Atl. 256, 73 Am. St. Rep. 586. However, in a later case, this rule of non-liability is disapproved. *Lockwood v. Dover*, 73 N. H. 209, 213, 61 Atl. 32.

65. *Napier v. Brooklyn*, 58 N. Y. S. 506, 41 App. Div. 274; *Mahon v. New York*, 31 N. Y. S. 676, 10 Misc. Rep. 664.

Parks, care of as governmental or corporate function, § 2678, *post*.

Commissioners of parks and boulevards, having control of boulevards. City liable for negligence of board. *Burridge v. Detroit*, 117 Mich. 557, 559, 76 N. W. 84, 42 L. R. A. 684, 72 Am. St. Rep. 582.

That street is under control of park board instead of the city council is immaterial. *Kleopfert v. Minneapolis*, 90 Minn. 158, 95 N. W. 908.

66. Board of park commissioners appointed by the state, was responsible to and removable by the governor alone. City, although paying the expense of the work, had no voice as to what should be done or who should do

like boards.⁶⁷

On the other hand, there is no municipal liability for the acts of a *board of health*,⁶⁸ a *board of education*,⁶⁹ or the like, but the reason has nothing to do with the power of control or the like but is merely because the duty involved is a governmental one.

§ 2659. De facto officers.

It has been held in Maine that a municipality is not liable for the torts of an officer who has never qualified by giving bonds as required by law.⁷⁰ *A fortiori*, where the municipality is not liable for the torts of certain officers, it is not liable for the torts of *de facto* incumbents of the office.⁷¹

§ 2660. Licensees.

On principle, if a municipality licenses a person to commit a nuisance or a trespass, or otherwise to do an unlawful or inherently dangerous act within the corporate limits, it will become liable therefor together with its licensee as a joint tortfeasor. But if the act which the city licenses a person to commit within its limits is not unlawful in itself, or inherently dangerous, so as to become a public nuisance, and injury flows therefrom merely in consequence of the manner in which the act is performed, then the city will not be liable.⁷²

Generally, a licensee, under a license or permit granted by a municipality, is not an officer or agent of the municipality, for whose acts the municipality is liable;⁷³

It. City not liable for acts of board. *Backer v. West Chicago Park Com'rs*, 66 Ill. App. 507, 515.

67. Fact that a municipal lighting plant is managed by a board of commissioners appointed by the municipality will not, it has been held, relieve the municipality from liability for negligence in the operation of such plant. *Richmond v. Lincoln*, 167 Ind. 468, 79 N. E. 445.

68. § 2669, *post*.

69. § 2675, *post*.

70. *Rounds v. Bangor*, 46 Me. 541, 74 Am. Dec. 469.

71. *Clark v. Easton*, 146 Mass. 43, 46, 14 N. E. 795.

72. *Thompson, Neg.*, § 5805.

73. *Lincoln v. Boston*, 148 Mass. 578, 20 N. E. 329, 3 L. R. A. 257, 12 Am. St. Rep. 601; *Master-ton v. Mt. Vernon*, 58 N. Y. 391; *Dorlan v. Brooklyn*, 46 Barb. (N.

and the fact that a municipality has granted a license to a third person does not of itself make it liable for his negligence or other wrongful acts,⁷⁴ although if the granting of the license and acts thereunder will naturally result in an *unsafe condition of the streets*, the municipality will be liable for failure to use ordinary care to keep the streets in reasonably safe condition.⁷⁵

Whether the granting of a permit for an exhibition of *fireworks* within the municipal limits renders the municipality liable for injuries resulting therefrom, is decided differently in the various states. In some states, the municipality is not liable,⁷⁶ while in New York the contrary is held where the permit amounts to the right to use streets for an unlawful purpose or to create a nuisance on public property.⁷⁷

Y.) 604 (plumber); *Fowle v. Alexandria*, 3 Pet. (U. S.) 398, 7 L. Ed. 719 (auctioneer).

The grant of a right of way to a railway company to use a street is the exercise of a governmental function and the municipality can not be held liable for a tort committed by the railway company in exercising such right. *Trueman v. St. Maries*, 21 Ida. 632, 123 Pac. 508; *Michigan City v. Boeckling*, 122 Ind. 39, 23 N. E. 518.

74. *Schnurr v. Huntington County*, 22 Ind. App. 188, 53 N. E. 425; *Tatman v. Benton Harbor*, 115 Mich. 695, 74 N. W. 187 (not liable for negligence of street railroad company to whom city has granted franchise); *Terry v. Richmond*, 94 Va. 537, 27 S. E. 429, 38 L. R. A. 834; *Copeland v. Seattle*, 33 Wash. 415, 74 Pac. 582, 65 L. R. A. 333.

75. § 2751, *post*, next chapter.

See also *Decatur v. Hamilton*, 89 Ill. App. 561; *Bennett v. Ever-*

ett, 191 Mass. 364, 77 N. E. 886; *Lindsay v. Kansas City*, 195 Mo. 166, 93 S. W. 273; *Rommeney v. New York*, 63 N. Y. S. 186, 49 App. Div. 64; *Dillon v. Raleigh*, 124 N. C. 184, 32 S. E. 548; *McCoull v. Manchester*, 85 Va. 579, 586, 8 S. E. 379, 2 L. R. A. 691.

76. *Fifield v. Phoenix*, 4 Ariz. 283, 36 Pac. 916, 24 L. R. A. 430; *Hill v. Charlotte*, 72 N. C. 55, 21 Am. Rep. 451.

77. *Speir v. Brooklyn*, 139 N. Y. 6; *Landau v. New York*, 180 N. Y. 48, 72 N. E. 631, 105 Am. St. Rep. 709.

§ 2752, *post*.

Fireworks in city park. But where a permit was issued to exhibit a display of fireworks in a city park, the permit is in effect a license to do an act not unlawful and not *per se* dangerous, and the city is not liable. *De Agramonte v. Mount Vernon*, 98 N. Y. S. 454, 112 App. Div. 291, 293.

In Indiana, it is held that a permit to fire gunpowder on a certain occasion, where lawful, does not make the municipality liable for the negligence of the licensees, where there is nothing to show that the act was necessarily dangerous.⁷⁸

Whether *notice* to the municipality of the defect in a street, caused by the act of a licensee, is necessary, is the subject of a conflict in the decisions.⁷⁹

§ 2661. City engineer.

The *negligence* of a city engineer in making plans for a public improvement makes the municipality liable in some states, but it is not liable for his mere *error of judgment*.⁸⁰ It is generally liable for his negligence in connection with the actual construction of public buildings or the making of public improvements,⁸¹ but is not liable where he acts in behalf of private individuals.⁸²

§ 2662. Independent contractors.

Liability for the acts of independent contractors is a subject as to which there is much conflict in applying the rules of law which have been laid down by the courts. The subject has been made the title of a text-book,⁸³ and is treated at length in well known works on the law of Negligence. There is no doubt but what the general rules governing the liability for the negligence or other wrongful acts of an independent contractor or his employees apply equally well whether the contractee is a municipal corporation or is an individual or private corporation. Therefore, to supplement the rules laid down herein, reference should be made to the law governing

78. *Wheeler v. Plymouth*, 116 Ind. 158, 18 N. E. 532, 9 Am. St. Rep. 837.

79. § 2751, *post*, next chapter.

80. § 2633, *ante*.

81. *Dayton v. Pease*, 4 Ohio St. 80.

See also *Normile v. Ballard*, 33

Wash. 369, 74 Pac. 566, negligence in making estimates, to injury of contractor.

82. *Alcorn v. Philadelphia*, 44 Pa. St. 348; *Waller v. Dubuque*, 69 Ia. 541, 29 N. W. 456.

§ 2653, *ante*.

83. *Moll, Indep. Cont.*

independent contractors as laid down in general treatises.⁸⁴

The general rule of non-liability of a master for the acts of an independent contractor applies to the liability of a municipality for the acts of a contractor. The contractor is liable but not the municipality,⁸⁵ unless the

84. See Thompson, Neg.; Bailey, Pers. Inj. (2nd ed.), vol. 1.

85. *California*. Krause v. Sacramento, 48 Cal. 221; O'Hale v. Sacramento, 48 Cal. 212.

Illinois. Fields v. Johnson City, 143 Ill. App. 485; East St. Louis v. Gibling, 3 Ill. App. 219.

Indiana. Leeds v. Richmond, 102 Ind. 372, 1 N. E. 711.

Iowa. Bennett v. Mt. Vernon, 124 Ia. 537, 100 N. W. 349; Prowell v. Waterloo, 144 Ia. 689, 123 N. W. 346.

Louisiana. La Groue v. New Orleans, 114 La. 253, 38 So. 160.

Massachusetts. Cabot v. Kingman, 166 Mass. 403, 44 N. E. 344, 33 L. R. A. 45; Harding v. Boston, 163 Mass. 14, 39 N. E. 411.

Michigan. Whealy v. Imlay City, 161 Mich. 499, 126 N. W. 714.

Missouri. Ege v. Phoenix Brick, etc. Co., 118 Mo. App. 630, 94 S. W. 999; Barry v. St. Louis, 17 Mo. 121; McGrath v. St. Louis, 215 Mo. 191, 114 S. W. 611.

New Jersey. Jansen v. Jersey City, 61 N. J. L. 243, 39 Atl. 1025.

New York. Uppington v. New York, 165 N. Y. 222, 59 N. E. 91, 53 L. R. A. 550; Herrington v. Lansingburgh, 110 N. Y. 145, 17 N. E. 728, 6 Am. St. Rep. 348; Kelly v. New York, 11 N. Y. 432; Pack v. New York, 8 N. Y. 222; Kelly v. New York, 94 N. Y. S.

872, 106 App. Div. 576; Haefelin v. McDonald, 89 N. Y. S. 395, 96 App. Div. 213; Jewell v. Mt. Vernon, 87 N. Y. S. 120, 91 App. Div. 578; White v. New York, 44 N. Y. S. 454, 15 App. Div. 440.

Ohio. Circleville v. Neuding, 41 Ohio St. 465.

Pennsylvania. White v. Philadelphia, 201 Pa. 512, 51 Atl. 332; Reed v. Allegheny City, 79 Pa. 300.

Wisconsin. Kuehn v. Milwaukee, 92 Wis. 263, 65 N. W. 1030; Harper v. Milwaukee, 30 Wis. 365.

Utah. Callahan v. Salt Lake City (Utah, 1912), 125 Pac. 863.

Municipality is under no duty or obligation to protect private property against the negligence of its contractor when the plan of the work is reasonable and not likely to cause injury if properly carried out. McGrath v. St. Louis, 215 Mo. 191, 114 S. W. 611; Sappington v. Centralia, 162 Mo. App. 418, 144 S. W. 1112.

Where a sidewalk is built under a contract with adjoining property owners, the municipality will not be liable for negligence of the contractor. Thompson v. West Bay City, 137 Mich. 94, 100 N. W. 280; Whealy v. Imlay City, 161 Mich. 499, 126 N. W. 714.

City not liable for negligence of contractors who undertake to

case comes within one of the numerous exceptions to the rule which will now be briefly noted.

§ 2663. Same—exceptions to rule of non-liability.

The exceptions to this general rule are the same ones that govern where the master is not a municipality but instead a private person or corporation. It is generally, if not universally, conceded that the municipality is liable even though the negligence or wrongful act was that of an independent contractor or of persons in his employ, in the following cases:

1. *If control of the work is reserved by the municipality*, it is liable for the torts of the independent contractor or his employees. This is well settled. But just how extensive the control reserved must be is the subject of some conflict in the decisions. Generally mere supervision over the place where the work is done and the right to inspect the work to see if it conforms with the contract does not make the municipality responsible for the contractor's negligence.⁸⁶ On the other hand, if

clean the city streets, in failing promptly to turn off the water from a broken hydrant, where it was overflowing plaintiff's premises. *Frank v. Rome*, 109 N. Y. S. 247, 125 App. Div. 141.

Liability to servants of contractor. A city owes no duty to the servants of an independent contractor to provide them a competent and skillful employer. *Salmon v. Kansas City*, 241 Mo. 14, 145 S. W. 16.

86. *Illinois*. *Foster v. Chicago*, 197 Ill. 264, 64 N. E. 322; *Nevins v. Peoria*, 41 Ill. 502, 89 Am. Dec. 392; *Foster v. Chicago*, 96 Ill. App. 4; *Cary v. Chicago*, 60 Ill. App. 341.

Indiana. *Staldter v. Huntington*, 153 Ind. 354, 55 N. E. 88.

Massachusetts. *Harding v. Boston*, 163 Mass. 14, 39 N. E. 411.

Michigan. *Lenderink v. Rockford*, 135 Mich. 531, 98 N. W. 4.

Missouri. *McGrath v. St. Louis*, 215 Mo. 191, 211, 114 S. W. 611; *Blumb v. Kansas City*, 84 Mo. 112, 54 Am. Rep. 87; *Ege v. Phoenix B. & C. Co.*, 118 Mo. App. 630, 94 S. W. 999.

New York. *Uppington v. New York*, 165 N. Y. 222, 52 N. E. 91, 53 L. R. A. 550; *Kelly v. New York*, 11 N. Y. 432; *Pack v. New York*, 8 N. Y. 222.

North Carolina. *Denny v. Burlington*, 155 N. C. 33, 70 S. E. 1085.

Utah. *Callahan v. Salt Lake City* (Utah, 1912), 125 Pac. 863.

But see *Thillman v. Baltimore*

the municipality retains control over the manner of doing the work or over the employees, it is liable.⁸⁷ It

City, 111 Md. 131, 139, 73 Atl. 722; *Hanrahan v. Baltimore City*, 114 Md. 517, 532, 80 Atl. 312.

The granting of a permit by a city to construct a tunnel under a street, and requiring the work to be done under the direction of the city's chief engineer of sewers was held not to obligate the city to see that due care was used in the prosecution of the work, nor to render it liable for negligence of the constructor. *Von Lengerke v. New York*, 134 N. Y. S. 832, 150 App. Div. 98.

Rule as stated in New York. Municipality not liable although the municipality reserves "the right to change, supervise and inspect to the extent necessary to produce the result intended by the contract, provided the plan is reasonably safe, the work is lawful, is not a nuisance when completed, and there is no interference therewith by municipal officers which results in injury." *Froelich v. New York*, 199 N. Y. 466, 93 N. E. 79.

Right to discharge employees. That city engineer had the right to discharge employees of the contractor does not preclude the relation of independent contractors so as to relieve the municipality from liability. *Engler v. Seattle*, 40 Wash. 72, 80, 82 Pac. 136. In some other states, however, it would seem that this rule is not followed.

87. *Illinois*. *Chicago v. Murdock*, 212 Ill. 9, 13, 72 N. E. 46, 103 Am. St. Rep. 221; *Chicago v.*

Dermody, 61 Ill. 431; *Chicago v. Joney*, 60 Ill. 383.

Kentucky. See *Frankfort v. Allen*, 26 Ky. L. Rep. 581, 82 S. W. 292.

Missouri. *Scott v. Springfield*, 81 Mo. App. 312, dist'g *Blumb v. Kansas City*, 84 Mo. 112, 54 Am. Rep. 87.

New York. *Schumacher v. New York*, 57 N. Y. S. 968, 40 App. Div. 320; *Goldschmid v. New York*, 43 N. Y. S. 447, 14 App. Div. 135.

North Carolina. *Denny v. Burlington*, 155 N. C. 33, 70 S. E. 1085.

Ohio. *Cincinnati v. Stone*, 5 Ohio St. 38.

Pennsylvania. *Stork v. Philadelphia*, 199 Pa. 462, 49 Atl. 236.

Washington. *Cooper v. Seattle*, 16 Wash. 462, 47 Pac. 887, 58 Am. St. Rep. 46; *Seattle v. Busby*, 2 Wash. T. 25, 3 Pac. 180.

Wisconsin. *Harper v. Milwaukee*, 30 Wisc. 365.

See *Bragg v. Rutland*, 70 Vt. 606, 41 Atl. 578.

To make a city liable for the negligence of its contractor it is essential that it shall have reserved supervisory control of the work or discretionary power over the contract. *Gjaconi v. Astoria*, 60 Ore. 12, 113 Pac. 855, 118 Pac. 180, 37 L. R. A. (N. S.) 1150.

Where the work performed by a municipal contractor under the contract is a mere ministerial duty, the municipality will be liable for his negligence. *Flannagan v. Bloomington*, 156 Ill. App. 162.

must be confessed, however, that the line of demarcation between these two classes of cases is not always strictly adhered to, and is sometimes rejected, to some extent at least.⁸⁸

2. The person upon whom a statutory or positive duty is imposed *cannot delegate* in any manner the performance of that duty, so as to relieve himself from the responsibility for the performance of that duty.⁸⁹ This applies equally well where the contractee is a municipality.⁹⁰ For instance, the duty rests upon municipalities as such to exercise *ordinary care to keep the streets*

To render the municipality liable for the acts of a municipal contractor, its control over the work must be general as to the manner and method of execution of the work and must extend to the particular act by which the injuries were caused. *Foster v. Chicago*, 197 Ill. 264, 64 N. E. 322; *Salmon v. Kansas City*, 241 Mo. 14, 145 S. W. 16; *Norwalk Gas Co. v. Norwalk*, 63 Conn. 495. 28 Atl. 32.

"The difference between an independent contractor and a mere servant is not determined solely by the retention of a certain kind or degree of supervision by the employer. It is to be determined by the contract as a whole—by its spirit and essence—and not by the phraseology of a single sentence or paragraph." *Foster v. Chicago*, 197 Ill. 264, 64 N. E. 322.

Nuisance. Where a municipal corporation retains supervision and control of work let out by contract, it will be held liable for a nuisance created by the contractor in the performance of the contract. *Thillman v. Baltimore*, 111 Md. 131, 73 Atl. 722; *McCarthy*

v. Clarke, 115 Md. 454, 81 Atl. 12; *Baltimore v. O'Donnell*, 53 Md. 110, 36 Am. Rep. 395.

88. See Moll, *Indep. Cont.*, §§ 19-26.

89. 1 *Bailey Pers. Inj.* (2nd Ed.), § 42, p. 125.

90. *Chapman v. Litchfield*, 158 Ill. App. 200; *McCarthy v. Clark*, 115 Md. 454, 81 Atl. 12; *Thillman v. Baltimore*, 111 Md. 131, 73 Atl. 722 (duty to pave streets without inflicting unnecessary injury on abutters); *Hughes v. Detroit*, 161 Mich. 23, 126 N. W. 214, 17 Det. Leg. N. 322; *Bailey v. Winston*, 157 N. C. 252, 72 S. E. 966.

Sewers. Since the duty of a municipal corporation to care for its streets can not be delegated, it can not relieve itself from liability for the construction of a sewer which creates a nuisance in a street, by showing that the sewer had been constructed by an independent contractor. *Chapman v. Litchfield*, 158 Ill. App. 200.

Bridge, rule applied to. *Great Lakes Towing Co. v. Kelley Island L. & T. Co.*, 176 Fed. 492, 496. 100 C. C. A. 108.

in reasonable repair, and this duty cannot be shifted to an independent contractor so as to relieve the municipality from liability therefor,⁹¹ and hence if a contractor

91. *Illinois*. *Cole v. East St. Louis*, 158 Ill. App. 494, 500.

Michigan. *Detroit v. Corey*, 9 Mich. 165, 80 Am. Dec. 78; *Southwell v. Detroit*, 74 Mich. 438, 42 N. W. 118; *Hughes v. Detroit*, 161 Mich. 283, 126 N. W. 214.

Massachusetts. *Stoliker v. Boston*, 204 Mass. 522, 537, 90 N. E. 927.

Minnesota. *Moore v. Townsend*, 76 Minn. 64, 78 N. W. 880.

New York. *Brady v. New York*, 134 N. Y. S. 305, 149 App. Div. 816; *Wendell v. Troy*, 39 Barb. (N. Y.) 329.

North Carolina. *Bailey v. Winston*, 157 N. C. 252, 258, 72 S. E. 966.

§ 2728, *post*.

Where the absolute duty of keeping its streets in repair and free from nuisance is imposed upon a municipal corporation, it can not escape liability for damages caused by its failure to do so on the plea that the condition of the street was brought about by an independent contractor. *Pace v. Webster City*, 138 Ia. 107, 115 N. W. 888.

A city contracting for the excavation of a street is not relieved of the duty of maintaining the surface of the street, so far as use thereof is permitted, in a reasonably safe condition, but it is not bound to watch each detail of the work. *Brady v. New York*, 134 N. Y. S. 305, 149 App. Div. 816.

Erection of barriers in sidewalk

involving danger to passers at night, unless warning lights are put out, is necessarily incident to the reasonable and proper performance of the work of constructing a cement sidewalk, and is not a purely collateral matter as to which the city may rely upon an independent contractor. *Prowell v. Waterloo*, 144 Ia. 689, 123 N. W. 346.

Cutting tree roots. City liable where sidewalk contractor cut roots of trees standing in street, so as to leave them without support, resulting in blowing down of trees. *Morris v. Salt Lake City*, 35 Utah, 474, 486-489, 101 Pac. 373.

Rule limited to streets. A city is under no duty or obligation to protect adjoining property against the negligence of a contractor when the plan of the work is reasonable and not liable to work injury if properly carried out. *Sappington v. Centralia*, 162 Mo. App. 418, 421, 144 S. W. 1112, following *McGrath v. St. Louis*, 215 Mo. 191, 114 S. W. 611.

Where street has been withdrawn from the possession and control of a municipality, pending the construction of a subway, it is not liable for the acts of its contractor on the theory that it has suffered a nuisance to be maintained in the street. *Smyth v. New York*, 203 N. Y. 106, 111, 96 N. E. 409, mod'g 112 N. Y. S. 807, 128 App. Div. 463.

Distinction between duty owed to public and duty to public

undertakes the improvement of a street, and in doing so creates obstructions or excavations in the street, the municipality is liable for the negligence of the contractor in failing to properly guard such obstructions or excavations.⁹² But in considering this question of *non-delegable duties*, it must always be kept in mind that the existence of the duty varies with the class to which the plaintiff belongs, *i. e.*, whether plaintiff is merely an abutting owner, a traveler upon the street or an employee of the contractor.⁹³ However, in Pennsylvania, a municipality is not liable for the negligence of an independent contractor while engaged in the construction or repair of a street of which he has the exclusive control, *i. e.*, the power to prohibit the use of it by the public.⁹⁴

utility company. As to latter, the duty is not of a public nature, and municipality is not liable for injuries to gas pipes by independent contractor in improving a street. *Seattle Lighting Co. v. Hawley*, 54 Wash. 137, 103 Pac. 6.

92. *Georgia*. *Savannah v. Waldner*, 49 Ga. 316.

Illinois. *Jefferson v. Chapman*, 127 Ill. 438, 20 N. E. 33, 11 Am. St. Rep. 136; *Springfield v. Le Claire*, 49 Ill. 476; *Sterling v. Schiffmacher*, 47 Ill. App. 141.

Indiana. *Indianapolis v. Marold*, 25 Ind. App. 428, 58 N. E. 512.

Kentucky. *Glasgow v. Gillenwaters*, 113 Ky. 140, 67 S. W. 381.

Michigan. *Baker v. Grand Rapids*, 111 Mich. 447, 69 N. W. 740.

Minnesota. *St. Paul v. Seltz*, 3 Minn. 297, 74 Am. Dec. 753.

Missouri. *Welsh v. St. Louis*, 73 Mo. 71; *Blake v. St. Louis*, 40 Mo. 569.

Nebraska. *Omaha v. Jensen*, 35 Neb. 68, 52 N. W. 833, 37 Am. St. Rep. 432.

Ohio. *Circleville v. Neuding*, 41 Ohio St. 465.

Tennessee. *Nashville v. Brown*, 9 Heisk. (Tenn.) 1, 24 Am. Rep. 289.

West Virginia. *Wilson v. Wheeling*, 19 W. Va. 323, 42 Am. Rep. 780.

§ 2750, *post*, next chapter.

Bridge, rule applied to. *Hawthurst v. New York*, 43 Hun (N. Y.), 588.

Pennsylvania seems to hold the contrary. *Susquehanna Depot v. Simmons*, 112 Pa. 384, 5 Atl. 434, 56 Am. Rep. 317; *Painter v. Pittsburg*, 46 Pa. 213.

93. See *Salmon v. Kansas City*, 241 Mo. 14, 145 S. W. 16, 24, where it is said: "There is no parallel between the relation of the city to plaintiff (a servant) and its relation to the public and adjoining owners."

94. *Norbeck v. Philadelphia*, 224 Pa. 30, 34, 73 Atl. 179; *Painter v. Pittsburg*, 46 Pa. 213.

3. Where the work is *inherently or intrinsically dangerous* in itself and will necessarily or probably result in injury to third persons, unless methods are adopted by which such consequences may be prevented, the municipality is liable.⁹⁵ In other words, the municipality is liable where the act which causes the injury is one which the contractor is employed to perform, and the injury

95. *Alabama.* Birmingham v. McCrary, 84 Ala. 469, 4 So. 630.

Illinois. Joliet v. Harwood, 86 Ill. 110, 29 Am. Rep. 17 (blasting); East St. Louis v. Murphy, 89 Ill. App. 22.

Iowa. Bennett v. Mt. Vernon, 124 Ia. 537, 100 N. W. 349.

Kentucky. Louisville v. Shanahan, 22 Ky. L. Rep. 163, 56 S. W. 808.

Minnesota. Sewall v. St. Paul, 20 Minn. 511, and see Rich v. Minneapolis, 37 Minn. 423, 35 N. W. 2, 5 Am. St. Rep. 861.

Missouri. Broadwell v. Kansas City, 75 Mo. 213, 42 Am. Rep. 406.

North Carolina. Carrick v. Southern Power Co., 157 N. C. 378, 72 S. E. 1065.

City not relieved from liability where damage is caused by the work itself and not by negligence. Norbeck v. Philadelphia, 224 Pa. 30, 73 Atl. 179; Carrick v. Southern Power Co., 157 N. C. 378, 72 S. E. 1065.

"The liability of the municipality and that of a private owner rest upon the same fundamental proposition, namely, that one must not authorize acts upon his property which in themselves constitute a nuisance or a menace to the lives or property of others; and it is no defense to show that the performance of the inhibited

act is delegated to an independent contractor." Salmon v. Kansas City, 241 Mo. 14, 145 S. W. 16.

"Private owners, and municipalities as well, have been held liable for the consequences of acts which they have authorized and which are intrinsically dangerous to others, no matter how carefully performed, where the danger arises from the act itself and not from the manner in which it is done." Salmon v. Kansas City, 241 Mo. 14, 145 S. W. 16.

Where the work let by a municipality is unlawful or involves a trespass or nuisance, the municipality will be liable for injuries caused thereby whether it reserves control of the work or not. Ege v. Phoenix Brick, etc. Co., 118 Mo. App. 630, 94 S. W. 999.

Grading and improving street is not necessarily or inherently dangerous to gas pipes located within the street. Seattle Lighting Co. v. Hawley, 54 Wash. 137, 103 Pac. 6.

Liability to servants of contractor. The fact that the work let out by a city on contract is intrinsically dangerous will not render the city liable to servants of the contractor who are injured thereby. Salmon v. Kansas City, 241 Mo. 14, 145 S. W. 16.

results from the act of performance and not from the manner of performance.⁹⁶ For example, the municipality is liable where the injury is due to *defective plans* or methods pursuant to which the work is done,⁹⁷ subject to the general rules as to liability for defective plans.⁹⁸

4. Where the contractor is employed to do an act *unlawful in itself or which of itself involves a trespass*, the municipality is liable.⁹⁹

5. Conceding that, in a particular case, the municipality is not liable for the negligence of its contractor or his employees, yet the municipality is liable for its *failure to take precautions within a reasonable time* after notice of the defect caused by an act of the contractor.¹

All these exceptions are easy to state but sometimes difficult to apply. Take, for instance, injuries resulting from *blasting* done in the course of improvements being put in by contractors. In New York, where a horse being driven in a street was frightened by blasting done by a sewer contractor, it was held that the negligence, if any, was that of the contractors, where they were in entire control of the work, and the municipality was held not liable.² The municipality was also held not liable in another case in that state where a blast threw a stone which

96. *Converse of rule.* The rule is often stated that a municipality is not liable for the negligence of an independent contractor in carrying on the work, if such negligence consists in some fault or omission *wholly collateral to the performance of the work to be done*, and not necessarily involved in doing it. *Prowell v. Waterloo*, 144 Ia. 689, 123 N. W. 346; *Hanrahan v. Baltimore City*, 114 Md. 517, 532, 80 Atl. 312; *McNamara v. New York*, 129 N. Y. S. 230, 144 App. Div. 504.

97. If the injury is due to a

defect in the plans of the work, and not to defective workmanship, liability can not be evaded by intrusting the work to an independent contractor. *Potter v. Spokane*, 63 Wash. 267, 270, 115 Pac. 176.

98. § 2633, *ante*.

99. *Ege v. Phoenix Brick & C. Co.*, 118 Mo. App. 630, 635, 94 S. W. 999.

1. *Dunston v. New York*, 86 N. Y. S. 562, 91 App. Div. 355.

2. *Herrington v. Lansingburgh*, 110 N. Y. 145, 17 N. E. 728, 6 Am. St. Rep. 348.

struck plaintiff's horse.³ So in Missouri it was held a municipality is not liable for an injury to a pedestrian in a street, caused by the negligence of a contractor in blasting.⁴ In Indiana, however, a city was held liable for injuries from blasting, resulting in killing a passer-by, on the theory that the duty to keep the streets in reasonably safe condition had been neglected.⁵ And in Illinois a recovery against the municipality is held authorized on the theory that the work is intrinsically dangerous.⁶

§ 2664. Same—agreements with contractor as to liability.

If a municipality would otherwise be liable for the acts of an independent contractor, it cannot evade liability by stipulating in the contract that the contractor should protect the public and that he should be liable for damages from his wrongful acts.⁷

§ 2665. Duty as to employing "competent" servants.

A municipality is not liable for the negligence of its officers in appointing incompetents for the police force or other positions,⁸ even though known by the appointing officer to be incompetent.⁹ However, a municipality can-

3. *Kelly v. New York*, 11 N. Y. 432.

4. *Blumb v. Kansas City*, 84 Mo. 112, 54 Am. Rep. 87.

5. *Logansport v. Dick*, 70 Ind. 65, 36 Am. Rep. 166.

6. *Chicago v. Murdock*, 212 Ill. 9, 72 N. E. 46, 103 Am. St. Rep. 221.

Blasting as intrinsically dangerous, see extensive discussion in *Salmon v. Kansas City*, 241 Mo. 14, 145 S. W. 16.

7. *Indiana*. *Staldter v. Huntington*, 153 Ind. 354, 55 N. E. 88.

Michigan. *Detroit v. Corey*, 9 Mich. 165, 80 Am. Dec. 78.

Oregon. *McAllister v. Albany*, 18 Ore. 426, 23 Pac. 845.

West Virginia. *Wilson v. Wheeling*, 19 W. Va. 323, 42 Am. Rep. 780.

United States. *St. Paul Water Co. v. Ware*, 16 Wall. (U. S.) 566, 21 L. Ed. 485.

8. *Doty v. Port Jervis*, 52 N. Y. S. 57, 23 Misc. Rep. 313.

9. *Craig v. Charleston*, 180 Ill. 154, 54 N. E. 184, aff'g 78 Ill. App. 312; *McElhenney v. Wilmington*, 127 N. C. 146, 37 S. E. 187, 50 L. R. A. 470; *Higgins v. Superior*, 134 Wisc. 264, 114 N. W. 490, 13 L. R. A. (N. S.) 994.

not select an incompetent agent, and then shield itself from the consequences of his injudicious acts, by justifying under his advice.¹⁰ Furthermore, it would seem that if the municipality sets up the *fellow servant rule* as a defense, the exception where the master has been negligent in employing or retaining in his employ an incompetent co-servant is applicable.¹¹

4. LIABILITY FOR ACTS OF PARTICULAR OFFICERS.

§ 2666. Police officers.

Municipalities are not liable for the torts of policemen,¹² except under peculiar circumstances, under the decisions in particular cases.¹³ So where a city "dog killer" is a police officer, the municipal corporation is

10. *Rochester White Lead Co. v. Rochester*, 3 N. Y. 463, 466, 53 Am. Dec. 316.

11. General rule, see Bailey, Pers. Inj. (2nd ed.), § 334, *et seq.*

12. § 2431, *ante*, vol. 5.

In addition, see the following cases:

Arkansas. Trammell v. Russellville, 34 Ark. 105, 36 Am. Rep. 1.

Connecticut. Perkins v. New Haven, 53 Conn. 214, 1 Atl. 825.

Iowa. Easterly v. Irwin, 99 Ia. 694, 68 N. W. 919.

Louisiana. Howe v. New Orleans, 12 La. Ann. 481.

Pennsylvania. Betham v. Philadelphia, 196 Pa. St. 302, 46 Atl. 448; Elliott v. Philadelphia, 75 Pa. 347, 15 Am. Rep. 591.

Tennessee. Davis v. Knoxville, 90 Tenn. 599, 18 S. W. 254.

Texas. Peck v. Austin, 22 Tex. 261, 73 Am. Dec. 261; Galveston v. Brown, 28 Tex. Civ. App. 274, 67 S. W. 156; McFadin v. San

Antonio, 22 Tex. Civ. App. 140, 54 S. W. 48.

Utah. Royce v. Salt Lake City, 15 Utah, 401, 49 Pac. 290.

West Virginia. Bartlett v. Clarksburg, 45 W. Va. 393, 31 S. E. 918, 43 L. R. A. 295, 72 Am. St. Rep. 817.

United States. Trescott v. Waterloo, 26 Fed. 592.

Municipal corporation not liable for the acts of police officers in attempting to enforce police regulations. Grumbine v. Washington, 2 McArthur (D. C.), 578, 29 Am. Rep. 626, and see § 2630, *ante*.

City can not pay expenses of defending a police officer in an action for damages for false imprisonment, since it is not liable for such act. Chicago v. Williams, 182 Ill. 135, 55 N. E. 123.

Failure of an officer to take care of property of a person under arrest. Elliott v. Philadelphia, 7 Phila. (Pa.) 128.

13. § 2431, notes 13, 14, 28-31, 33, *ante*, vol. 5.

not liable for his unlawful and malicious killing of a dog.¹⁴

§ 2667. Pound officers.

The keeping of a pound conserves the public good by removing from the streets what might otherwise become a nuisance. Hence, a municipality is not liable for the negligence of its pound keeper which causes the death or injury of an animal which he had taken up.¹⁵

§ 2668. Poor house officers.

Municipalities are not liable for the torts of commissioners of charities, a board created by the legislature, or the employees of such commissioners, under ordinary circumstances, since the care of the poor is a governmental duty rather than a corporate one.¹⁶ But where a municipality carries on a poor farm for purposes of gain, it is liable to one injured in connection with the management of the farm.¹⁷

§ 2669. Health officers.

The duty of a municipal corporation to conserve the public health is governmental, and it is not liable for injuries inflicted while performing such duty.¹⁸ The decisions are practically unanimous in holding that a mu-

14. *Moss v. Augusta*, 93 Ga. 797, 20 S. E. 653.

15. *Gregg v. Hatcher*, 94 Ark. 54, 125 S. W. 1007; *Wilks v. Caruthersville*, 162 Mo. App. 492, 142 S. W. 800.

Contra, see *Greencastle v. Martin*, 74 Ind. 449, 39 Am. Rep. 93.

Authority to prevent animals from running at large is referable to the police power, and acts done thereunder are not for the benefit of the municipality in its corporate capacity, but for the interest of the public at large.

Wilks v. Caruthersville, 162 Mo. App. 492, 142 S. W. 800.

16. *Maxmillan v. New York*, 62 N. Y. 160, 20 Am. Rep. 468, holding city not liable where person run over by ambulance driven by employee of board of public charities.

17. *Moulton v. Scarborough*, 71 Me. 267, 36 Am. Rep. 308, where keeping of ram held not *ultra vires*.

18. *Denver v. Maurer*, 47 Colo. 209, 106 Pac. 875.

Police power as to health, § 899, *et seq.*, *ante*, vol. 3.

municipality is not liable for the torts of its board of health¹⁹ or other health officers,²⁰ on the theory that the duty in regard to preventing sickness or caring for sick people is strictly a governmental or public function.

Accordingly a municipal corporation is not liable for the negligence of its officers and employees in conducting a *municipal hospital*, or in the treatment of patients therein,²¹ whether the purpose of the hospital be charitable²² or to provide for the general health and welfare by preventing and suppressing the spread of disease.²³ In the latter case, the authority to maintain the hospital must be regarded as an exercise of the police power, within the rule that a municipality is not liable for the negligent act of its agents or servants engaged in enforcing, executing or giving effect to its police ordinances and regulations.²⁴

19. *Michigan*. Webb v. Detroit Board of Health, 116 Mich. 516, 74 N. W. 734, 72 Am. St. Rep. 541.

Minnesota. Bryant v. St. Paul, 32 Minn. 289, 23 N. W. 220, 53 Am. Rep. 31.

New Jersey. Valentine v. Greenwood, 76 N. J. L. 509, 71 Atl. 344, 19 L. R. A. (N. S.) 262.

New York. Prime v. Yonkers, 192 N. Y. 105, 84 N. E. 571, rev'g on other grounds 102 N. Y. S. 118, 116 App. Div. 699; Bamber v. Rochester, 26 Hun (N. Y.), 587, 63 How. Pr. 103; Jones v. New York, 44 Hun (N. Y.), 629. But see Tormey v. New York, 12 Hun (N. Y.), 542.

Pennsylvania. Lentz v. Philadelphia, 3 Pa. Co. Ct. Rep. 136.

Council invested with powers of board of health. City not liable. Murray v. Grass Lake, 125 Mich. 2, 83 N. W. 995.

20. Benton v. Trustees of Bos-

ton Hospital, 140 Mass. 13, 1 N. E. 836, 54 Am. Rep. 436; Bodewig v. Port Huron, 141 Mich. 564, 104 N. W. 769, using private house as a pesthouse.

Compare, however, *dicta* in Portsmouth v. Lee, 112 Va. 419, 71 S. E. 630.

21. Murtaugh v. St. Louis, 44 Mo. 479; Richmond v. Long's Adm'r, 17 Grat. (Va.) 375, 94 Am. Dec. 461.

Not liable for unskilled treatment by physician. Sherbourne v. Yuba County, 21 Cal. 113, 81 Am. Dec. 151; Williams v. Indianapolis, 26 Ind. App. 628, 60 N. E. 367.

22. Tollefson v. Ottawa, 228 Ill. 134, 81 N. E. 823, aff'g 129 Ill. App. 139.

23. Tollefson v. Ottawa, 228 Ill. 134, 81 N. E. 823, aff'g 129 Ill. App. 139; Richmond v. Long's Adm'r, 17 Gratt. (Va.) 375, 94 Am. Dec. 461.

24. § 2630, *ante*.

On the other hand, if a municipality has power to, and does, maintain a hospital for revenue, there is no doubt but that it would be liable for the torts of persons employed about the hospital; but if it conducts the hospital for revenue, but without power to do so, it is not liable.²⁵ However, the fact that fees are charged some patients in a city hospital, where it does not charge fees of all patients, does not render the municipality liable for negligence in connection therewith.²⁶ It has been held that the *operation of an ambulance* is an incident to the maintenance and operation of a city hospital, and hence is a governmental function for negligence in regard to which the municipality is not liable.²⁷

Contagious diseases. A municipality is not liable for the negligence of its officers or agents in executing sanitary regulations, adopted for the purpose of preventing the spread of contagious diseases, or in taking the care and custody of persons afflicted with such disease, or in the care of the houses in which such persons are kept.²⁸ Under this rule, there is no municipal liability for negligence or misconduct in creating a *quarantine* and enforcing it; ²⁹ for negligence in failing to take proper steps

25. *Tollefson v. Ottawa*, 228 Ill. 134, 136, 81 N. E. 823, aff'g 129 Ill. App. 139.

26. *Watson v. Atlanta*, 136 Ga. 370, 71 S. E. 664.

27. *Watson v. Atlanta*, 136 Ga. 370, 71 S. E. 664.

28. *Ogg v. Lansing*, 35 Ia. 495, 14 Am. Rep. 499.

See also *White v. Marshfield*, 48 Vt. 20.

29. *White v. San Antonio*, 94 Tex. 313, 60 S. W. 426, aff'g 57 S. W. 858; *Bates v. Houston*, 14 Tex. Civ. App. 287, 37 S. W. 383.

Quarantine. Where premises are ordered quarantined by the board of health, no municipal liability exists for injury to property caused thereby. *Webb v. De-*

troit, 116 Mich. 516, 74 N. W. 734, 72 Am. St. Rep. 541.

Not liable for wrongful quarantine. *Beeks v. Dickinson County*, 131 Ia. 244, 108 N. W. 311, 6 L. R. A. (N. S.) 831.

Municipality is not liable for damages arising from the act of its health officers in *quarantining* a house or place of business. *Turner v. Toledo*, 15 Ohio Cir. Ct. Rep. 627.

Not liable for negligence of officers in enforcing ordinances for removal to pesthouse of persons having contagious diseases. *Twyman's Adm'r v. Frankfort*, 117 Ky. 518, 25 Ky. L. Rep. 1620, 78 S. W. 446, 64 L. R. A. 572.

* Not liable for wrongful arrest

to prevent the spreading of infectious diseases;³⁰ for unlawful acts of municipal officers in taking possession of a house and using it for a smallpox hospital without the consent of the owner;³¹ for the unhealthy condition of the pest house;³² or for negligence or misconduct in the treatment of patients confined therein.³³ However, the location of a pest house near one's residence may constitute a *nuisance* for which damages may be recovered.³⁴

§ 2670. Bridge tenders.

The better rule seems to be that a municipality, in operating a drawbridge, is acting in its private, instead of its governmental capacity, and therefore is liable for the negligence of a bridge tender in charge of the

on ground of exposure to smallpox. *Levin v. Burlington*, 129 N. C. 184, 39 S. E. 822, 55 L. R. A. 396.

Vaccination. Municipality is not liable for injury to one *vaccinated* by a municipal officer because of the use of impure vaccine matter. *Wyatt v. Rome*, 105 Ga. 312, 31 S. E. 188, 42 L. R. A. 180, 70 Am. St. Rep. 41.

Ship in quarantine. Not liable for unauthorized act of taking exclusive control of ship in quarantine. *Mitchell v. Rockland*, 41 Me. 363, 66 Am. Dec. 252, and see s. c. 52 Me. 118.

30. *Brown v. Vinohaven*, 65 Me. 402, 20 Am. Rep. 709.

Not liable in allowing one exposed to smallpox to enter plaintiff's boarding house as a guest. *Gilboy v. Detroit*, 115 Mich. 121, 72 N. W. 128.

City is not liable for the wrongful or negligent acts of its police officers or board of health in the management of a city jail or the

detention of persons therein, even though such persons be afflicted with smallpox and persons who work or reside near the jail contract said disease. *Evans v. Kankakee*, 231 Ill. 223, 83 N. E. 223.

Duty to servant to warn him of hidden dangers held not to make city liable to its servants employed to tear down a building which had been used as a smallpox hospital, he not being warned of the danger of infection. *Nicholson v. Detroit*, 129 Mich. 246, 88 N. W. 695, 56 L. R. A. 601.

31. *Lynde v. Rockland*, 66 Me. 309.

32. *Having v. Covington*, 25 Ky. L. Rep. 1617, 78 S. W. 431; *Twyman's Adm'r v. Frankfort*, 117 Ky. 518, 78 S. W. 446, 64 L. R. A. 572.

33. *Lexington v. Batson's Adm'r*, 118 Ky. 489, 81 S. W. 264; *Barbour v. Ellsworth*, 67 Me. 294.

34. § 2641, *post*.

bridge.³⁵ So, in those states so holding, a municipality is liable for the negligence of persons employed by the regularly appointed representative of the municipality in charge of a drawbridge, where the employment was with the consent and acquiescence of the municipality, and although such employees were paid by the bridge tender and not by the municipality.³⁶ However, in some state, it is held that the maintenance of a bridge is a governmental duty, where no income is received therefrom, and therefore there is no common law liability for the negligence of its bridge tender.³⁷ In Wisconsin, the state courts have held that where the duty to keep a bridge in repair "and attended" was imposed by statute, the municipality is liable,³⁸ and in the federal courts a municipality has been held liable for the negligence of a bridge tender where he was by statute declared to be a city officer;³⁹ but there is *dicta* to the contrary in the decisions of the state courts.⁴⁰

If the bridge is a toll bridge, then there is no question

35. *Lehigh Valley Tr. Co. v. Chicago*, 237 Ill. 581, 86 N. E. 1093; *Chicago v. O'Malley*, 196 Ill. 197, 63 N. E. 652; *Chicago v. Mullen*, 116 Fed. 292, 54 C. C. A. 94; *Edgerton v. New York*, 27 Fed. 230, where, however, bridge was declared a public highway by statute.

36. *Gathman v. Chicago*, 236 Ill. 9, 86 N. E. 152, 19 L. R. A. (N. S.) 1178.

37. *Daly v. New Haven*, 69 Conn. 644, 38 Atl. 397; *Butterfield v. Boston*, 148 Mass. 544, 20 N. E. 113, 2 L. R. A. 447; *French v. Boston*, 129 Mass. 592, 37 Am. Rep. 393; *Corning v. Saginaw*, 116 Mich. 74, 74 N. W. 307, 40 L. R. A. 526.

Where the duty of maintaining a bridge as a public highway was

imposed by statute on a city, the duty was held, in Massachusetts, a public duty, within the rule that no private action can be maintained against a city for the neglect to perform a public duty, unless expressly authorized by statute; and hence there is no liability for failure to provide a draw of proper width or for the carelessness of the superintendent of the bridge in delaying vessels which seek to pass through the draw. *French v. Boston*, 129 Mass. 592, 37 Am. Rep. 393.

38. *Weisenberg v. Winneconne*, 56 Wisc. 667, 14 N. W. 871.

39. *Naumburg v. Milwaukee*, 146 Fed. 641, 77 C. C. A. 67.

40. *Stephani v. Manitowoc*, 89 Wisc. 467, 62 N. W. 176.

but that the municipality which owns and operates it is liable for its negligence in connection therewith.⁴¹

§ 2671. Officers of building department.

A municipality is not liable for the negligence of its building department which is created by statute to perform a public service and in which the municipality itself has no private interest, and from which it receives no special benefit or advantage in its corporate capacity.⁴² So a municipality is not liable for the alleged wrongful act of building inspectors in tearing down frame buildings within the fire limits.⁴³

5. PROPERTY OWNED BY MUNICIPALITY.

§ 2672. In general.

The law in regard to liability for torts connected with public property, other than streets and sewers, may be briefly summarized as follows:

1. If an *income* is derived by a municipality from particular property owned or managed by it, it is liable for negligence in the care and management thereof.⁴⁴ This

41. *Hoppe v. Winona*, 113 Minn. 252, 261, 129 N. W. 577.

42. *McGuinness v. Allison Realty Co.*, 93 N. Y. S. 267, 46 Misc. Rep. 8; *Connors v. New York*, 11 Hun (N. Y.), 439.

A municipality is not liable for injuries caused by the collapse of a private building in the course of erection on the ground that its officers approved the plans for the building. *Stubley v. Allison Realty Co.*, 108 N. Y. S. 759, 124 App. Div. 162.

43. *Murray v. Omaha*, 66 Neb. 279, 92 N. W. 299, 103 Am. St. Rep. 702.

§ 2648, *ante*.

44. *Cowloy v. Sunderland*, 6 H. & N. 565, injury resulting from

negligence in managing a wringing machine kept in a public wash house.

Where a business is lawfully conducted by a municipality for profit, at least partly or incidentally, the municipality is liable at common law for negligence in operating the same. *Duggan v. Peabody*, 187 Mass. 349, 73 N. E. 206; *Haley v. Boston*, 191 Mass. 291, 77 N. E. 888, 7 L. R. A. (N. S.) 1005; *O'Donnell v. North Attleborough (Mass.)*, 98 N. E. 1084.

"Where the authority (of the municipal corporation) though for the accomplishment of objects of a public nature and for the benefit of the public, is one from the exercise of which the (muni-

is well settled and there are no conflicting decisions. Moreover, the amount of income is generally held to be immaterial as is, generally, the fact that the income is merely incidental.⁴⁵

2. There is some conflict in regard to liability for torts in connection with municipal property from which it receives no income. Such liability exists in case of defective streets,⁴⁶ and the negligent care of drains and

pal) corporation derives a profit, or where the duty, though a public nature and for the public benefit, may fairly be presumed to have been enjoined upon the corporation in consideration of privileges granted to and accepted by it, the exemption does not apply." *Sawyer v. Corse*, 17 Grat. (Va.) 230, 94 Am. Dec. 445. See also, *Scott v. Manchester*, 2 Hurl. & N. 204.

Towing vessels. If a municipality engages in the business of towing vessels for profit, it is liable for negligence in connection therewith. *Philadelphia v. Gavagnin*, 62 Fed. 617, 10 C. C. A. 552.

Iceboats. Municipalities have been held liable where the negligence was the acts of those in charge of a city iceboat maintained to free the harbor from obstructions. *Vasey v. Baltimore*, 28 Fed. 377; *Guthrie v. Philadelphia*, 73 Fed. 688.

Bridge was the private property of a city, and was not constructed with reference to a street laid out by public authority. Toll was paid to the city. City held liable, where it granted a power company permit to string its wires over the bridge, for injury to employee of city who was painting the bridge, and who was injured by contact with the wire. *Hoppe*

v. Winona, 113 Minn. 252, 129 N. W. 577.

Brooklyn bridge, owned by New York City. Facts held not to show negligence where window sash fell, in an approach to the bridge. *McPherson v. New York*, 204 N. Y. 430, 97 N. E. 876.

45. § 2673, *post*.

By almost unanimity of decision the principle is sustained that municipal corporations must respond in damages for injuries resulting from their negligent management of property under their control if such property is held for pecuniary profit, although it may be used principally for governmental purposes. Thus, if, in repairing a building belonging to the city, and used in part for municipal purposes, and in considerable part also as a source of revenue to the corporation, the agents and servants of the city dig a hole in the ground adjoining, and negligently leave it open and unguarded, so that a person rightfully walking on a path leading by the building, although not a public highway, falls into such hole, and is injured, the city will be liable to an action at common law for the injury. *Oliver v. Worcester*, 102 Mass. 489, 3 Am. Rep. 485.

46. See next chapter.

sewers,⁴⁷ even though no income is derived therefrom by the municipality. However, streets are not, strictly speaking, "property" of the municipality; and sewers and drains, although property, are entirely different, as a class, from buildings and other property of the municipality.

The general rule, except in regard to streets and sewers, especially in New England, is that there is no municipal liability for negligence in connection with public buildings or other property *used exclusively for public purposes* and from which no income is received.⁴⁸ However, in several states, municipalities have been held liable for injuries from defects in or around public buildings used exclusively for public purposes and from which no income was received, without in any way considering the question as to whether in any instance a municipality is liable therefor.⁴⁹ Furthermore, the fact that defects in a sidewalk are in front of a municipal building does not exonerate the municipality from liability.⁵⁰ And a city has been held liable for the death of a servant employed in building a city hall.⁵¹

However, a municipality "holding property as a *private owner*" is chargeable with the same duties and ob-

47. § 2695, *post*.

48. Worden v. New Bedford, 131 Mass. 23; Eastman v. Meredith, 36 N. H. 284, 296.

But see Sullivan v. Holyoke, 135 Mass. 273, where city was held liable for injuries from an explosion of naphtha stored in a municipal building.

49. See Vincent v. Brooklyn, 31 Hun (N. Y.), 122; Galvin v. New York, 112 N. Y. 223; Briegel v. Philadelphia, 135 Pa. 451, 458, 19 Atl 1038, where city was held liable for injuries to adjoining houses caused by negligence in not properly constructing the plumbing and draining connected

with the privy well of a school building, the action being one for nuisance, however, instead of negligence.

50. See Carrington v. St. Louis, 89 Mo. 208.

51. McCaughey v. Iriff, 12 R. I. 449.

In Illinois, in Chicago v. Dermody, 61 Ill. 431, 434, it was held that a city, erecting a public building, is liable for resulting injury. The building being erected was a city hall. Nothing is said in the opinion as to the nature of the building or the purpose for which it was being erected.

ligations which devolve on individuals.”⁵² And liability exists for negligent management of real estate producing revenue to the city.⁵³ And finally it is generally

52. *Pekin v. McMahon*, 154 Ill. 141, 154, 39 N. E. 484, 27 L. R. A. 206, 45 Am. St. Rep. 114.

See also *Gibson v. Huntington*, 38 W. Va. 177, 18 S. E. 447, 22 L. R. A. 561, 45 Am. St. Rep. 853.

Where land once used for a reservoir was being filled up, and had not been used for any public purpose for nearly a year, and the municipality is dealing with and managing the land the same as a private owner deals with and manages his property, it is liable for negligence in connection therewith. *Clark v. Manchester*, 62 N. H. 577, holding, however, in the particular case that city was not liable where four-year-old child fell into part not filled up, the child going there without license or invitation.

53. *Worden v. New Bedford*, 131 Mass. 23, 41 Am. Rep. 185; *Bailey v. New York*, 3 Hill (N. Y.), 531; *Durkin v. New York*, 131 N. Y. S. 275, 146 App. Div. 472.

Liable for injuries on common land owned by the municipality and leased to third persons. “The principles upon which the question of the liability of the municipality turns were set forth in the last case above cited, in the following language (131 Mass. 24, 41 Am. Rep. 185): ‘A city or town is not liable to a private citizen for an injury caused by any defect or want of repair in a city or town hall or other public building erected and used solely for municipal purposes, or for negli-

gence of its agents in the management of such buildings. This is because it is not liable to private actions for omission or neglect to perform a corporate duty imposed by general laws upon all towns or cities alike, from the performance of which it derives no compensation. But when a city or town does not devote such building exclusively to municipal uses, but lets it or a part of it for its own advantage and emolument, by receiving rents, or otherwise, it is liable while it is so let in the same manner as a private owner would be.’ It can make no difference that the portion let is a part of a building or of land. The principle upon which in each of these two cases the defendant was held is applicable here; and it may thus be stated in a general form. A municipality has the power to let for profit real estate held for public purposes and not needed for the present for such a purpose. It is not compelled to let the property lie idle. While it may not expend money to go into business, it may lease the property on reasonable terms and receive the rents. If some minor expense is needed to make the property rentable, such for instance as for a new key, a new blind or new steps in the case of a building; or for suitable ways in the case of vacant land either by leveling the land or making plank walks, such expense within reasonable limits may be legally

held that when a special power or privilege is conferred upon or granted to a municipal corporation, to be exercised for its own advantage or emoluments, and not as a mere governmental agency, it is liable to the same extent as an individual or a private corporation for negligence in managing or dealing with the property rights or franchises held by it under such grant.⁵⁴

§ 2673. Conducting business for profit.

Where a business is lawfully conducted by a municipality, partly and incidentally at least for profit, the municipality is liable at common law for negligence in its management thereof.⁵⁵ It has been held that it is sufficient to render the municipality liable that the business is conducted in part for profit, although principally for public purposes,⁵⁶ but as to this there is some conflict of opinion.⁵⁷ *The increase of the value of the*

incurred." *Davis v. Rockport* (Mass. 1913), 100 N. E. 612.

Poor farm, conducted for profit. Liable for injury from vicious ram. *Moulton v. Scarborough*, 71 Me. 267.

54. *Esberg Gunst Cigar Co. v. Portland*, 34 Oreg. 282, 55 Pac. 961, 43 L. R. A. 435. The mere happening of an accident causing injury is evidence of negligence whenever the thing causing the injury is under the control of defendant, and the accident is such as in the ordinary course of things does not happen if those who have the management use proper care. *Esberg Gunst Cigar Co. v. Portland*, *supra*.

55. *O'Donnell v. North Attleborough* (Mass. 1912), 98 N. E. 1084. See also *Bodge v. Philadelphia*, 167 Pa. 492, 31 Atl. 728.

That proper diligence was observed, "in the opinion of the city

officers," is no defense. *Augusta v. Lombard*, 99 Ga. 282, 25 S. E. 772.

When works may be said to be conducted for profit. "A corporation uses works constructed for its public benefit for its corporate profit, when the profits are to be applied to the maintenance of the works and the reduction of the debt incurred by the corporation in their construction." *Hourigan v. Norwich*, 77 Conn. 358, 365, 59 Atl. 487.

Municipal ownership carries the same responsibility as attaches to private owners of similar enterprises. *Eaton v. Weiser*, 12 Idaho, 544, 86 Pac. 541, 118 Am. St. Rep. 225.

56. *Chicago v. Selz, Schwab & Co.*, 104 Ill. App. 376, 381, *aff'd* in 202 Ill. 545, 67 N. E. 386.

57. See §§ 2642, 2669, *ante*; §§ 2674, 2678, *post*.

land in the neighborhood, in which benefit the municipality shares with other owners, does not, it has been held, change the character of public work or impose liability on the municipality, as showing that it was a work carried on as a business for profit.⁵⁸

This rule of liability applies, *inter alia*, where a municipality deals with property bought or used in connection with a governmental duty, for its own benefit, as by renting it.⁵⁹

§ 2674. Municipal buildings.

It is indisputable that if a building owned or leased by a municipality is used for profit or for a private purpose, the municipality is liable for its negligence in connection therewith, where resulting in injuries to others.⁶⁰ However, it is held in Massachusetts that the fact that a municipality derives some incidental gain and advantage from the use of a public building does not make it responsible for its negligence in connection therewith.⁶¹ Thus, it has been held in that state that a city is not liable for personal injuries occasioned to an inmate of its house of industry, by the negligence of the officers in charge thereof, although at the time such inmate was engaged in labor from which the city derived a profit.⁶²

This liability includes municipal buildings in so far as *leased* to third persons, and also waterworks build-

58. Taggart v. Fall River, 170 Mass. 325, 49 N. E. 622, opening of street through unimproved land of city.

59. § 2674, *post*.

60. Chicago v. O'Brennan, 65 Ill. 160; Worden v. New Bedford, 131 Mass. 23, 41 Am. Rep. 185 (liable to person invited by lessee); Oliver v. Worcester, 102 Mass. 489, 3 Am. Rep. 485; Vincent v. Brooklyn, 31 Hun (N. Y.), 122.

Farm buildings, where farm

conducted for the profits accruing therefrom, city liable. Libby v. Portland, 105 Me. 370, 376, 74 Atl. 805.

Part ownership. Municipal ownership of the upper part of a building does not create liability for injuries caused by defective condition of basement steps. El Paso v. Causey, 1 Ill. App. 531.

61. Kelley v. Boston, 186 Mass. 165, 71 N. E. 299, 66 L. R. A. 429.

62. Curran v. Boston, 151 Mass. 505, 24 N. E. 781.

ings.⁶³ On the other hand, it is generally held that if the building is used exclusively for a public purpose, the municipality is not liable for injuries resulting from defects therein or other negligence connected therewith.⁶⁴ For instance, it is held in most jurisdictions that there is no municipal liability where the negligence is in connection with a *prison or jail*,⁶⁵ a city court house,⁶⁶ the city hall,⁶⁷

63. *Glase v. Philadelphia*, 169 Pa. 488, 32 Atl. 600.

§ 2680, *post*.

64. § 2672, *ante*.

In Pennsylvania, however, it has been held that a municipality is liable where the doors of a fire engine house were negligently constructed, injuring a passer-by. *Kies v. Erie*, 169 Pa. 598, 32 Atl. 621.

65. § 2642, *ante*.

66. Court house in St. Louis, city not liable to one falling into pit connected therewith, the court house being a city building. *Cunningham v. St. Louis*, 96 Mo. 53, 8 S. W. 787.

67. *Schwalk's Adm'r v. Louisville*, 135 Ky. 570, 122 S. W. 860, 25 L. R. A. (N. S.) 88; *Snider v. St. Paul*, 51 Minn. 466, 53 N. W. 763, 18 L. R. A. 151.

City hall. "A city or town is not liable to a private citizen for an injury caused by any defect or want of repair in a city or town hall or other public building erected and used solely for municipal purposes, or for negligence of its agents in the management of such buildings. This is because it is not liable to private actions for omission or neglect to perform a corporate duty imposed by general laws upon all towns or cities alike from the performance

of which it derives no compensation. But when a city or town does not devote such building exclusively to municipal uses, but lets it or a part of it for its own advantage or emolument, by receiving rents, or otherwise, it is liable while it is so let in the same manner as a private owner would be." *Worden v. New Bedford*, 131 Mass. 23, 24, 41 Am. Rep. 185. Quoted with approval in *Davis v. Rockport* (Mass. 1913), 100 N. E. 612, 614.

Not liable to a person for injuries caused by the negligence of an operator of an elevator in its city hall. *Snider v. St. Paul*, 51 Minn. 466, 53 N. W. 763, 18 L. R. A. 151.

An elevator operator in a building occupied by a city and county jointly, who was employed by trustees appointed by the Superior Court pursuant to statute, was held not an employee of the city so as to make the city liable for his negligence in the operation of the elevator. *Moest v. Buffalo*, 101 N. Y. S. 996, 116 App. Div. 657, *aff'd* in 193 N. Y. 615, 86 N. E. 1128.

Compare *as contra*. Liability held to extend to injury from negligent operation of elevator in city hall, without discussing question of private or governmental

or school buildings.⁶⁸ However, if a municipality lets a portion of a city hall for hire, and a person attending an entertainment therein is injured by a defect in the building, the municipality is liable where it has been negligent.⁶⁹ But the mere fact that a portion of a city hall is occupied by the water department, the city collector, and the superintendent of streets, none of which departments pay any rent, does not make the municipality liable for negligence in connection therewith.⁷⁰

§ 2675. Same—schools.

A municipality is not liable for the negligence or other wrongful act of school officers, since education is a governmental function.⁷¹ Likewise, for the same reason it is not liable for injuries arising in connection with its ownership of school buildings or grounds.⁷² *A fortiori*,

capacity. *Fox v. Philadelphia*, 208 Pa. 127, 57 Atl. 356, 65 L. R. A. 214.

A municipality has been held liable, without discussing the question of governmental or corporate function, where the injury occurred in the back yard of a city hall. *Lowe v. Salt Lake City*, 13 Utah, 91, 44 Pac. 1050, 57 Am. St. Rep. 740.

68. § 2675, *post*.

69. *Little v. Holyoke*, 177 Mass. 114, 58 N. E. 170, 52 L. R. A. 41 (holding it immaterial that amount of rent was insufficient to pay the expense of maintaining the hall); *Buchanan v. Barre*, 66 Vt. 129, 28 Atl. 878, 23 L. R. A. 488, 44 Am. St. Rep. 829.

70. *Kelley v. Boston*, 186 Mass. 165, 71 N. E. 299, 66 L. R. A. 429.

71. Not liable for death of pupil in public school, caused by negligently allowing the sewer of the school building to become

clogged up. *Folk v. Milwaukee*, 108 Wis. 359, 84 N. W. 420.

72. *Kentucky*. *Ernst v. West Covington*, 116 Ky. 850, 76 S. W. 1089, 63 L. R. A. 652, 105 Am. St. Rep. 241.

Massachusetts. *Sullivan v. Boston*, 126 Mass. 540; *Hill v. Boston*, 122 Mass. 344, 23 Am. Rep. 332; *Bigelow v. Randolph*, 14 Gray (Mass.), 541.

New York. *Ham v. New York*, 70 N. Y. 459.

Rhode Island. *Wixon v. Newport*, 13 R. I. 454, 43 Am. Rep. 35.

Wisconsin. *Folk v. Milwaukee*, 108 Wis. 359, 84 N. W. 420.

Contra, *Powers v. Philadelphia*, 18 Pa. Super. Ct. 621.

Not liable for negligence of servant in blasting rock, in excavating for the foundations of a schoolhouse. *Howard v. Worcester*, 153 Mass. 426, 27 N. E. 11, 12 L. R. A. 160.

where the care and control of school property is given by statute to a *board of education* having capacity to sue and be sued, a municipal corporation will not be liable for injuries resulting from the negligence of the board in maintaining school property or for nuisances thereon.⁷³ So it has even been held that where school buildings are erected by the board of education, with the concurrence of the city council, the city is not liable to one injured in the construction of a school building, through the negligence of the board of education.⁷⁴

Likewise, a board of education or other *quasi-municipality*, in control of the school, is ordinarily not liable.⁷⁵ In New York City, however, where the care and control of public school buildings are given to the board of education, and the duty of keeping them in repair is imposed by statute on the board, the latter is liable where one rightfully on school premises is injured, provided the board has been negligent.⁷⁶

§ 2676. Public market places and buildings.

Municipalities are liable for defects in market buildings or places, owned by it, where injury results to a third person because of the negligence of the municipal-

Voter going down steps of schoolhouse to vote, injured by defect in steps, city not liable. *McNeill v. Boston*, 178 Mass. 326, 59 N. E. 810.

However, if a wall built by a municipality encroaches on private property so as to be a *private nuisance*, an action lies as against the objection that the wall was built and maintained solely for the public use (in connection with schoolhouse). *Miles v. Worcester*, 154 Mass. 511, 28 N. E. 676, 13 L. R. A. 841, 26 Am. St. Rep. 264.

Injuries to pupils. City not liable for injuries to pupils caused

by unsafe condition of schoolhouse. *Clark v. Nicholasville*, 27 Ky. L. Rep. 974, 87 S. W. 300; *Diehm v. Cincinnati*, 25 Ohio St. 305.

73. *McCarton v. New York*, 133 N. Y. S. 939, 149 App. Div. 516; *Wahrman v. Board of Education*, 187 N. Y. 331, 80 N. E. 192; *McCullough v. Philadelphia*, 32 Pa. Super. Ct. 109.

74. *Kinnare v. Chicago*, 171 Ill. 332, 49 N. E. 536.

75. § 2605, *ante*, and see § 2434, *ante*, vol. 5.

76. *McCarton v. New York*, 133 N. Y. S. 939, 149 App. Div. 516.

ity, on the theory that the erection of market places is a private or corporate function and not a governmental one.⁷⁷ And in Michigan this rule of liability has been extended to defects in plans for market houses.⁷⁸ However, a city is not liable in damages for injuries inflicted upon a person by the fall of a market house caused by a wind storm of unprecedented force and violence, in the absence of negligence.⁷⁹

§ 2677. Wharves, piers, etc.

If a municipality owns public landings such as wharves, piers or the like, with a right to charge wharfage, it is liable for negligence in failing to keep the water nearby safe from artificial obstructions, so as to protect boats stopping or tied up at the wharf, or for failure to keep the landing in proper repair, so as to protect persons using the floor thereof as a way,⁸⁰ or

77. *Savannah v. Cullens*, 38 Ga. 334, 95 Am. Dec. 398; *Suffolk v. Parker*, 79 Va. 660, 52 Am. Rep. 640.

See also *Littlefield v. Norwich*, 40 Conn. 406; *Weymouth v. New Orleans*, 40 La. Ann. 344, 4 So. 218.

78. *Barron v. Detroit*, 94 Mich. 601, 54 N. W. 273, 19 L. R. A. 452, 34 Am. St. Rep. 366.

79. *Flori v. St. Louis*, 69 Mo. 341, 33 Am. Rep. 504.

80. *Indiana*. *Jeffersonville v. Gray*, 165 Ind. 26, 74 N. E. 611; *Jeffersonville v. Louisville & J. S. Ferry Co.*, 27 Ind. 100, 89 Am. Dec. 495; *Jeffersonville v. The John Shallcross*, 35 Ind. 19.

New York. *Macauley v. New York*, 67 N. Y. 602.

Pennsylvania. *Alleghany v. Campbell*, 107 Pa. 533, 52 Am. Rep. 478; *Pittsburg v. Grier*, 22 Pa. 54, 60 Am. Dec. 65.

Tennessee. *Memphis v. Kimbrough*, 12 Heisk. (Tenn.) 133.

Virginia. *Petersburg v. Applegarth's Adm'r*, 28 Grattan, 321, 26 Am. Rep. 357.

United States. *The Dave & Mose v. New York*, 49 Fed. 389; *Philadelphia & R. R. Co. v. New York*, 38 Fed. 159; *Schoonmaker v. New York*, 167 Fed. 975, 93 C. C. A. 227.

Municipality owning a pier and permitting the use thereof by the public is bound to maintain it in a reasonably safe condition. *Birch v. New York*, 190 N. Y. 397, 83 N. E. 51, rev'g on other grounds, 106 N. Y. S. 104, 121 App. Div. 395.

Liable for damage to steamer wrecked by striking an iron cylinder negligently permitted to lie on the wharf concealed by the water. *Memphis v. Kimbrough*, 12 Heisk. (Tenn.) 133.

for failure to provide proper fastenings.⁸¹ The municipality is bound the same as a private individual to use ordinary care and diligence in keeping the wharf free and safe from obstructions, and is liable in an action at common law for damages done to a vessel, or person on the wharf, by reason of neglect of such duty.⁸² So ordinary care must be exercised to keep wharves and docks in condition for use, in favor of those approaching by land as well as by water.⁸³ Furthermore, the municipality is liable where a vessel is injured, although it had not in fact paid wharfage and was not expected to do so,⁸⁴ but no liability exists to persons coming on the pier where the pier has not been opened for public use.⁸⁵

§ 2678. Parks.

In some states, the courts have refused to hold municipalities liable in damages for injuries received in public parks, on the theory that parks are not held for profit or emolument but that the municipality, in maintaining parks, is discharging a public governmental duty and not a private corporate function.⁸⁶ In other states, munici-

Lease. Where wharf and wharf boat leased to an individual city not liable. *Carrollton Furniture Mfg. Co. v. Carrollton*, 20 Ky. L. Rep. 818, 47 S. W. 439, 885.

81. *Shinkle v. Covington*, 1 Bush. (Ky.) 617.

82. *Petersburg v. Applegarth*, 28 Gratt. (Va.) 321, 26 Am. Rep. 357; *Pittsburg v. Grier*, 22 Pa. 54, 60 Am. Dec. 65; *Mersey Docks & Harbour Board v. Gibbs*, 11 H. L. Cas. 686; *Seaman v. New York*, 80 N. Y. 239; *Kennedy v. New York*, 73 N. Y. 365, 29 Am. Rep. 169.

83. See *Kennedy v. New York*, 73 N. Y. 365, 29 Am. Rep. 169, horse backed off of dock because of absence of string piece.

84. *Petersburg v. Applegarth*,

28 Gratt. (Va.) 321, 26 Am. Rep. 357.

85. Pier, owned by city but not opened to public use. City not liable where one ties up thereto and then falls through a hole in the floor of the pier. *Birch v. New York*, 190 N. Y. 397, 83 N. E. 51.

86. *Kentucky*. *Park Com'rs v. Prinz*, 127 Ky. 460, 105 S. W. 948.

Massachusetts. *Clark v. Waltham*, 128 Mass. 567; *Steele v. Boston*, 128 Mass. 583. See also *Sheehan v. Boston*, 171 Mass. 296, 50 N. E. 543.

New Jersey. *Bisbing v. Asbury Park*, 80 N. J. L. 416, 78 Atl. 196, 33 L. R. A. (N. S.) 523.

Rhode Island. *Blair v. Granger*, 24 R. I. 17, 51 Atl. 1042.

Washington. *Russell v. Tacoma*,

palties have been held liable on the ground that the duty involved was a corporate one.⁸⁷ However, even in states denying liability for injuries in parks, it is held that if the negligence arises, directly from the control of property actually in use by the municipality in its private capacity (as where a part of a park or buildings thereon are lawfully rented to third persons) the municipality is liable;⁸⁸ but it is held in Rhode Island that the fact that a purely incidental profit results to the municipality from the maintenance of the park does not render the municipality liable.⁸⁹

In another line of decisions a recovery has been held improper in case of injuries in parks, on other grounds, without referring to whether the municipality would be liable under any conditions.⁹⁰

8 Wash. 156, 35 Pac. 605, 40 Am. St. Rep. 895.

87. *Denver v. Spencer*, 34 Colo. 270, 82 Pac. 590, 2 L. R. A. (N. S.) 147, 114 Am. St. Rep. 158, 7 Am. & Eng. Ann. Cas. 1042; *Pennell v. Wilmington*, 7 Penn. (Del.) 229, 78 Atl. 915; *Silverman v. New York*, 114 N. Y. S. 59; *Bloom v. Newark*, 3 Ohio N. P. (N. S.) 480.

See also *Kleopfert v. Minneapolis*, 90 Minn. 158, 95 N. W. 908; *Ehrgott v. New York*, 96 N. Y. 264; *Weber v. Harrisburg*, 216 Pa. 117, 64 Atl. 905; *Barthold v. Philadelphia*, 154 Pa. 109, 26 Atl. 304.

There is no governmental duty put upon municipalities to provide parks and pleasure grounds and collections of wild animals or fish, or paintings or books, except in the large sense that a great city may with propriety consider the aesthetic, and not be confined to the practical. *Gartland v. New York Zoological Society*, 120 N. Y. S. 24, 135 App. Div. 163, 171, aff'g

113 N. Y. S. 1087, 61 Misc. Rep. 643.

Walking on grass in park, where forbidden, precludes a recovery. Sheehan v. Boston, 171 Mass. 296, 50 N. E. 543.

88. *Oliver v. Worcester*, 102 Mass. 489, 3 Am. Rep. 485, and see *Bisbing v. Asbury Park*, 80 N. J. L. 416, 78 Atl. 196, 33 L. R. A. (N. S.) 523.

89. *Blair v. Granger*, 24 R. I. 17, 51 Atl. 1042.

90. *Carey v. Kansas City*, 187 Mo. 715, 86 S. W. 438, 70 L. R. A. 65.

Child fell into pond in commons. Pond was not enclosed. City held not liable. Schauf's Adm'r v. Paducah, 106 Ky. 228, 50 S. W. 42, 90 Am. St. Rep. 220.

Mere licensee, injured by a visible danger in unfinished part of park, no recovery. Albert v. New York, 78 N. Y. S. 355, 75 App. Div. 553.

§ 2679. Quarry.

It would seem also that if a municipality owns a quarry, and has authority to operate it, it is liable for negligence in connection therewith, provided the quarry is being at least incidentally operated for profit.⁹¹

§ 2680. Public ownership of water or light plant.

Municipal ownership, in the usual and common acceptance of that term, must of necessity carry with it the same duty, responsibility and liability on account of negligence that is imposed upon and attaches to private owners of similar enterprises.⁹² For example, it is set-

91. See *Radford v. Clark* (Va. 1912), 73 S. E. 571, 38 L. R. A. (N. S.) 281, with note.

Quarry connected with workhouse, see § 2642, *ante*.

In Georgia, operation of quarry by city held purely ministerial, and city liable. *Augusta v. Owens*, 111 Ga. 464, 477, 36 S. E. 830.

Mere licensee, passing through quarry, can not recover. *Williams v. Nashville*, 106 Tenn. 533, 63 S. W. 231.

92. *Eaton v. Weiser*, 12 Ida. 544, 86 Pac. 541.

"In this day, when the doctrine of public ownership by municipalities of public utilities is rapidly gaining ground, so that nearly all public utilities, so called, which have heretofore been supplied by those who have been granted franchises therefor, are now overtaken by the municipalities themselves, it occurs to us that private rights may be jeopardized unless it be held that in overtaking such utilities the municipality must exercise the same care towards the person and property of the individual that was required of one

having obtained a franchise to maintain the same utility. *Brantman v. Canby* (Minn. 1912), 138 N. W. 671.

"The city here conducted its plant precisely as would one to whom it might have granted a franchise, with perhaps this difference: that a municipality does not expect much profit, if any at all, from its ventures to serve the public and private convenience. The facts in this case do not sustain the contention that the city, in operating this lighting plant, was performing a purely governmental function, even if it be conceded that a distinction may here be made between that part of the equipment which served the public and that which served private consumers. Such a separation or distinction we regard unimportant. In this state a city, in maintaining a board of health, a police or a fire department, discharges a governmental function pure and simple, and we believe, as to these or similar functions, it has no power to escape the burden imposed by granting a fran-

tled beyond dispute that a municipality which operates its own water, electric light, or gas plant acts in a private and not a governmental capacity and is liable for its negligence in connection therewith.

Water. The furnishing of water to private citizens is a corporate rather than a governmental function, and hence it is liable to its customers for negligence in furnishing water the same as a proprietor of a private waterworks would be,⁹³ except that where the property of a customer is destroyed by fire because of an inadequate supply of water no recovery can be had, the theory being that the negligence is in connection with the fire department, and that in maintaining a fire department the municipality is discharging a governmental function.⁹⁴ But with this exception, where the water system of a municipal corporation is conducted by the municipality in part for profit, even if principally used for public purposes, the municipality acts in its corporate or private capacity and is liable for damages caused by its negligent construction or management,⁹⁵ to its

chise to any one to perform in its place. But as to furnishing water, light, etc., for private consumers and public purposes combined, the furnishing of which is not imposed by law as a governmental duty, the city, if it undertakes so to do, assumes a position to those injured through its negligence therein which is not different from what would be the position of one to whom it had granted the right to furnish water or light." *Brantman v. Canby* (Minn. 1912), 138 N. W. 671.

93. *Oakes Mfg. Co. v. New York*, 206 N. Y. 221, 99 N. E. 540.

94. § 2682, *post*.

95. *Georgia*. *Augusta v. Mackey*, 113 Ga. 64, 38 S. E. 339; *Augusta v. Lombard*, 99 Ga. 282, 25 S. E.

772; *Huey v. Atlanta*, 8 Ga. App. 597, 70 S. E. 71.

Illinois. *Chicago v. Selz, Schwab & Co.*, 202 Ill. 545, 67 N. E. 386, *aff'g* 104 Ill. App. 376.

Indiana. *Aschoff v. Evansville*, 34 Ind. App. 25, 72 N. E. 279.

Massachusetts. *St. Germain v. Fall River*, 177 Mass. 550, 59 N. E. 447; *Lynch v. Springfield*, 174 Mass. 430, 54 N. E. 871; *Fox v. Chelsea*, 171 Mass. 297, 50 N. E. 622; *Stodard v. Winchester*, 157 Mass. 367, 32 N. E. 948.

Minnesota. *Keener v. Mankato*, 113 Minn. 55, 129 N. W. 158, 775; *Wiltse v. Red Wing*, 99 Minn. 255, 109 N. W. 114.

Missouri. *Dammann v. St. Louis*, 152 Mo. 186, 53 S. W. 932.

New Hampshire. *Lockwood v.*

employees or the public generally, to the same extent as a private individual or corporation would be under like

Dover, 73 N. H. 209, 61 Atl. 32.

New York. Bailey v. New York, 3 Hill (N. Y.), 531, 38 Am. Dec. 669; Oakes Mfg. Co. v. New York, 206 N. Y. 221, 99 N. E. 540; Messersmith v. Buffalo, 122 N. Y. S. 918, 138 App. Div. 427; Dunstan v. New York, 86 N. Y. S. 562, 91 App. Div. 355; Jenney v. Brooklyn, 120 N. Y. 164, 24 N. E. 274; Rider v. Amsterdam, 65 N. Y. S. 579, 31 Misc. Rep. 375. See also Southeast v. New York, 89 N. Y. S. 630, 96 App. Div. 598.

Oklahoma. Norman v. Ince, 8 Okla. 412, 58 Pac. 632.

Oregon. Esberg-Gunst Cigar Co. v. Portland, 34 Ore. 282, 55 Pac. 961, 43 L. R. A. 435, 75 Am. St. Rep. 651.

Washington. See also Collensworth v. New Whatcom, 16 Wash. 224, 47 Pac. 439.

Utah. Brown v. Salt Lake City, 33 Utah, 222, 93 Pac. 570.

Wisconsin. State Journal Printing Co. v. Madison (Wis. 1912), 134 N. W. 909; Piper v. Madison, 140 Wis. 311, 122 N. W. 730, 25 L. R. A. (N. S.) 239.

United States. Winona v. Botzet, 169 Fed. 321, 94 C. C. A. 563, 23 L. R. A. (N. S.) 204.

Injury from smoke. A municipality is liable for injury to property caused by smoke from its pumping plant. Gordon v. Silver Creek, 197 N. Y. 509, 90 N. E. 1159, aff'g 112 N. Y. S. 54, 127 App. Div. 888.

Flooding lands. Municipal corporation held liable for flooding the land of a private citizen in

providing a reservoir for a system of water works. Ennis v. Gilder, 32 Tex. Civ. App. 357, 74 S. W. 585.

Overflow from standpipe, frightening horses, city liable. Woodie v. North Wilkesboro (N. C. 1912), 74 S. E. 924.

Amount of care required. Where a city selects a reasonably safe route in the relocation of a water main, it is not liable for failure to select the best possible route. Kelsey v. New York, 107 N. Y. S. 1089, 123 App. Div. 381.

Reservoir contained large amount of water. It broke and destroyed plaintiff's home. The city was held liable, without regard to its negligence, on the doctrine of the much quoted case of Rylands v. Fletcher, L. R., 3 H. L. 330, that a party who, for his own profit, keeps on his premises anything not naturally belonging there, the natural tendency of which is to become a nuisance and to do mischief if it escapes, is liable if it escapes, without proof of negligence, for all damages directly resulting therefrom. Wiltse v. Red Wing, 99 Minn. 255, 109 N. W. 114.

Water committee appointed by legislature. City liable for the negligent maintenance of city water works although the water committee is appointed by the legislature, and is independent of the control of any other department of the city government. Esberg-Gunst Cigar Co. v. Portland, 34 Ore. 282, 55 Pac. 961, 43

circumstances.⁹⁶ But, there is a distinction between furnishing water to individuals for compensation and furnishing it for fire purposes. The former is the exercise of a private, and the latter a governmental, function;⁹⁷ and there is no liability if the negligent act was done in the extinguishment of fire,⁹⁸ or in connection with flushing hydrants solely to better fire protection,⁹⁹ or the like.

On the other hand, a municipality which supplies water

L. R. A. 435, 75 Am. St. Rep. 651; and see § 2658, *ante*.

Lateral service pipes put in by water consumers, municipality not liable for defects in. *Terry v. New York*, 8 Bosw. (N. Y. Super. Ct.) 504. At least not until after notice of the defect to the municipality. *Cincinnati v. Jacob*, 10 Ohio Dec. 27, 18 Wkly L. Bul. 65.

Irrigation. Liable where water furnished for irrigation. *Ysleta v. Babbitt*, 8 Tex. Civ. App. 432, 28 S. W. 702. And see *Levy v. Salt Lake City*, 3 Utah, 63, 1 Pac. 160.

96. *Woodie v. North Wilkesboro* (N. C. 1912), 74 S. E. 924.

Liability to employees on water works. There is a common law liability to employees in municipal water works, injured in the course of their duty. So held in a lengthy and exhaustive opinion in *Rhobidas v. Concord*, 70 N. H. 90, 47 Atl. 82, 51 L. R. A. 381, 85 Am. St. Rep. 604.

Safe place to work. In the maintenance of a well, windmill, and pump to furnish its inhabitants with water, a municipal corporation is under the same obligations as other employers of labor to furnish their employees a safe place in which to work. *Roberts*

v. St. Marys, 86 Kan. 403, 121 Pac. 367.

Injury to water supply of adjoining owners. If the water supply of adjoining owners is affected by the use of wells and pumps for supplying water to citizens, damages are recoverable from the municipality. *Westphal v. New York*, 70 N. Y. S. 1021, 34 Misc. Rep. 684.

Who may sue. A water commissioner who engaged in the construction of a water works system for a city which diverted the natural flow of a stream from certain land, can not sue the city for such injury on subsequently becoming the purchaser of the land. *Fischer v. Clifton Springs*, 121 N. Y. S. 163, *aff'd* in 125 N. Y. S. 1119, 140 App. Div. 918.

97. *Brown v. Salt Lake City*, 33 Utah, 222, 93 Pac. 570; *Brink v. Grand Rapids*, 144 Mich. 472, 108 N. W. 430.

98. *Piper v. Madison*, 140 Wis. 311, 122 N. W. 730, 25 L. R. A. (N. S.) 239.

99. **Flushing hydrants** is so incident to fire service alone that the municipality is not liable where injury results therefrom. *Judson v. Winsted*, 80 Conn. 384, 68 Atl. 999, 15 L. R. A. (N. S.) 91, and see § 2683, *post*.

to its citizens, and charges therefor, is liable for negligence although its waterworks system is also used for the extinguishment of fires.¹ Furthermore, a municipality owning its water plant is liable for injuries resulting from its negligence in connection with a water box in a street, even in states where there is no common liability for injuries from defective streets.² But, although a municipal corporation is liable for its negligence in the operation of its waterworks system, it will not be held liable for the negligence of persons to whom it has granted a franchise for the construction and maintenance of a waterworks.³

Light. *The maintenance and operation of an electric light system* by a municipality and the selling of electricity to private consumers is not a governmental power, but is a proprietary and private right and duty, for the negligent exercise of which the municipality will be held liable in damages the same as a private corporation or individual exercising like rights,⁴ provided power to

1. *Aschoff v. Evansville*, 34 Ind. App. 25, 72 N. E. 279.

2. *Wilkins v. Rutland*, 61 Vt. 336, 17 Atl. 735.

3. *Hines v. Nevada*, 150 Iowa, 620, 130 N. W. 181; *Huey v. Atlanta*, 8 Ga. App. 597, 70 S. E. 71.

4. *Alabama*. *Posey v. North Birmingham*, 154 Ala. 511, 45 So. 663, 15 L. R. A. (N. S.) 711.

California. *Davoust v. Alameda*, 149 Cal. 69, 84 Pac. 760, 5 L. R. A. (N. S.) 536.

Georgia. *Adepe v. Thomasville*, 9 Ga. App. 880, 72 S. E. 478.

Idaho. *Eaton v. Welser*, 12 Ida. 544, 86 Pac. 541, 118 Am. St. Rep. 225.

Illinois. *Palestine v. Siler*, 128 Ill. App. 309, affirmed in 225 Ill. 630, 80 N. E. 345.

Indiana. *Aiken v. Columbus*, 167 Ind. 139, 78 N. E. 657; *Rich-*

mond v. Lincoln, 167 Ind. 468, 79 N. E. 445.

Kansas. *Emporia v. Burns*, 67 Kan. 523, 73 Pac. 94.

Kentucky. *Owensboro v. Knox's Administrator*, 116 Ky. 451, 76 S. W. 191.

Massachusetts. *Dickinson v. Boston*, 188 Mass. 595, 75 N. E. 68, 1 L. R. A. (N. S.) 664.

Missouri. *Bullmaster v. St. Joseph*, 70 Mo. App. 60; *Boothe v. Fulton*, 85 Mo. App. 16.

Nebraska. *Todd v. Crete*, 79 Neb. 671, 113 N. W. 172, aff'd on rehearing, 79 Neb. 677, 115 N. W. 307.

New Jersey. *Karpenski v. South River* (N. J. L. 1912), 83 Atl. 639.

New York. See *Twist v. Rochester*, 55 N. Y. S. 850, aff'd in 165 N. Y. 619, 59 N. E. 1131.

North Carolina. *Harrington v.*

operate and conduct the same is conferred upon the municipality by statute or charter; and its liability is to be determined by the same rules applicable to private corporations or persons in the same kind of business.⁵ But a municipality is not liable for injuries negligently

Commissioners, 153 N. C. 437, 69 S. E. 399; *Terrell v. Washington*, 158 N. C. 281, 73 S. E. 888; *Fisher v. New Bern*, 140 N. C. 506, 53 S. E. 342, 5 L. R. A. (N. S.) 542, 111 Am. St. Rep. 857.

Pennsylvania. *Emery v. Philadelphia*, 208 Pa. 492, 57 Atl. 977; *Herron v. Pittsburg*, 204 Pa. 509, 54 Atl. 311, 93 Am. St. Rep. 798.

Virginia. See *Danville v. Thornton*, 110 Va. 541, 66 S. E. 839.

"It seems to be settled as authority, where a municipal corporation, acting within its charter powers, maintains and operates an electric lighting plant, the corporation may be held for the negligence of its servants or agents as any other person." *Posey v. North Birmingham*, 154 Ala. 511, 513, 45 So. 663, 15 L. R. A. (N. S.) 711. Quoted with approval in *Darby v. Union Springs*, 173 Ala. 709, 55 So. 889.

Lighting streets is public duty. Supplying private customers with light is corporate duty and city is liable for negligent exercise thereof. *Hodgins v. Bay City*, 156 Mich. 687, 121 N. W. 274.

Where a city operates an electric light plant for both public and private purposes it will be liable for injuries caused by its negligence. *Greenville v. Branch*, (Tex. Civ. App. 1912), 152 S. W. 478; *Brantman v. Canby*, 119 Minn. 396, 138 N. W. 671.

Degree of care. In furnishing a consumer with electric current, a municipality is required to exercise the highest degree of care and diligence in selecting and maintaining its devices and appliances to protect the consumer in the use of the current. *Abrams v. Seattle*, 60 Wash. 356, 111 Pac. 168.

Care not required as to trespassers. A municipality owes no duty to keep its electric light wires, strung along the roof of a building, in safe condition to one who has no right to go on the roof. *Greenville v. Pitts*, 102 Tex. 1, 107 S. W. 50, rev'g (Tex. Civ. App. 1907), 102 S. W. 451.

In *Massachusetts*, statute reiterates common law rule. *O'Donnell v. North Attleborough*, 212 Mass. 243, 98 N. E. 1084.

5. *Yazoo v. Birchett*, 89 Miss. 700, 42 So. 569.

Recovery by employee. Municipality is liable to an employee of an electric company for injuries incurred on account of an insufficiently insulated and heavily charged wire belonging to the municipality. *Danville v. Thornton*, 110 Va. 541, 66 S. E. 839.

In the operation of an electric light plant, the duty and liability of a municipality towards its employees are the same as those of an individual in like circum-

caused by the operation of an electric light plant where the operation of the plant is *ultra vires*.⁶ The *degree of care* required of a municipality in the operation of an electric light plant is the same as if it were operated by an individual; and a greater amount of care is required as to its live wires than is necessary in keeping streets in condition.⁷

Gas. Municipal corporations are also liable for the negligent management of their gas works.⁸

§ 2681. Same—public wells.

A municipality owning a public well, or assuming control thereof, is liable for failure to repair the cover to the well.⁹

§ 2682. Same—liability where inadequate supply of water to extinguish fire.

In a previous volume, it was stated that “where a municipality owns its own plant, it is liable for injuries sustained by a consumer by reason of an insufficient supply.”¹⁰ This statement is incorrect, however, in so far as it may be construed as imposing liability on municipalities, possessing their own water plant, for their negli-

stances. *Terrell v. Washington*, 158 N. C. 281, 73 S. E. 888.

6. *Posey v. North Birmingham*, 154 Ala. 511, 45 So. 663, 15 L. R. A. (N. S.) 711.

§ 2637, *ante*.

7. *Owensboro v. Knox's Adm'r*, 116 Ky. 451, 76 S. W. 191.

To same effect, *Wilhite v. Huntsville* (Mo. App. 1912), 151 S. W. 232.

8. *Western Savings Society v. Philadelphia*, 31 Pa. St. 175, 72 Am. Dec. 730; *Kibele v. Philadelphia*, 105 Pa. St. 41; *San Francisco Gas Works v. San Francisco*, 9 Cal. 453.

Where a city undertakes to serve both public and private convenience by maintaining a municipal lighting plant to light its streets and also furnish gas to private consumers, it is not exercising a governmental function, so as to escape responsibility for negligence in the management of such plant, whereby an injury has been caused to the person or property of an individual. *Brantman v. Canby*, 119 Minn. 396, 138 N. W. 671.

9. *Sherwood v. District of Columbia*, 3 Mackey (D. C.) 276, 51 Am. Rep. 776.

10. § 1801, *ante*, vol. 4.

gence in not furnishing sufficient water or pressure to extinguish fires, or in not keeping the mains, hydrants, etc., in repair, which results in loss by fire, since it is well settled that in such a case the municipality is engaged in the performance of a governmental as distinguished from a corporate duty.¹¹ And it has been held that such a liability cannot be created by contract by municipal officers.¹² However, in same states, where the injury is not a loss by fire but is other loss occasioned by the negligence of the municipality in connection with its *hydrants or attachments*, the municipality has been held liable notwithstanding such hydrants or attachments are used solely for public and governmental purposes.¹³

§ 2683. Same—injuries in connection with hydrants.

Hydrants are principally for fire protection. At the

11. *Massachusetts.* Tainter v. Worcester, 123 Mass. 311, 25 Am. Rep. 90.

Minnesota. Miller v. Minneapolis, 75 Minn. 131, 77 N. W. 788, 5 Am. Neg. Rep. 183.

New York. Springfield F. & M. Ins. Co. v. Keeseville, 148 N. Y. 46, 42 N. E. 405, 30 L. R. A. 660, 51 Am. St. Rep. 667, rev'g on this point 80 Hun (N. Y.) 162, 29 N. Y. S. 1130.

Texas. Greenville Water Co. v. Beckham, 55 Tex. Civ. App. 87, 118 S. W. 889 (dicta); Butterworth v. Henrietta, 25 Tex. Civ. App. 467, 61 S. W. 975.

West Virginia. Mendel v. Wheeling, 28 W. Va. 233, 57 Am. Rep. 664.

United States. United States v. Sault Ste. Marie, 137 Fed. 258.

Contra, Lenzen v. New Braunsfels, 13 Tex. Civ. App. 335, 35 S. W. 341.

"The question whether and

where public hydrants should be erected was within the exclusive discretion and control of the municipal authorities, as the public interest might seem to them from time to time to require. The city did not, by accepting the statute and holding its works under it, enter into any contract with, or assume any liability to, the owners of property to furnish means or water for the extinguishment of fires, upon which an action can be maintained." Per Gray, C. J., in Tainter v. Worcester, 123 Mass. 311, 316, 317, 25 Am. Rep. 90; distinguishing Atkinson v. New Castle Waterworks, L. R. 6 Eq. 404, and Metallic Compression Co. v. Fitchburg R. R. Co., 109 Mass. 277, 12 Am. Rep. 689.

12. United States v. Sault Ste. Marie, 137 Fed. 258.

13. § 2683, *post*.

same time they are used, to some extent, to clean streets and to furnish water to sprinkle streets. In so far as injury results from their use in connection with the fire department there is no question but that the municipality is not liable,¹⁴ and this is so although the hydrants are the property of and belong to the municipal water plant; but municipalities have been held liable where the defect was in the hydrant or pipes connecting it with the main, although the hydrant was used solely for fire purposes.¹⁵ In so far as the injury results from defects in, or the use of, hydrants, wholly disconnected from any use by the fire department, municipalities are generally held liable.¹⁶ Thus in Illinois, it was recently held that where

14. *Miller v. Minneapolis*, 75 Minn. 131, 77 N. W. 788.

§ 2680, *ante*.

Horse taking fright at stream of water thrown from a hydrant by firemen testing the capacity of the hydrant, city not liable. *Brink v. Grand Rapids*, 144 Mich. 472, 108 N. W. 430; *Edgerly v. Concord*, 62 N. H. 8, 22, 13 Am. St. Rep. 533.

15. Where a lateral water pipe which burst was used solely to connect the main line of pipes with a hydrant used exclusively for fire purposes, it was nevertheless held in New York that the municipality was liable. *Dunstan v. New York*, 86 N. Y. S. 562, 91 App. Div. 355.

In Indiana, it has been held that a municipality is liable where a consumer's buildings are flooded by the breaking of pipes connecting the main pipe with hydrants, where such pipes are corroded and out of repair. It was unsuccessfully argued that inasmuch as the defective pipe was a connection of the hydrant,

it was an appliance used in extinguishing the fire, and therefore the municipality was not liable. But it was held that the water-works system was an entire thing and that the duty to use reasonable care in its construction and maintenance applies to the system and not to detached portions thereof. It was also contended that there was no liability because the pipes burst under fire pressure and that they would not have burst except for such increased pressure, but it was held that reasonable care in constructing and maintaining the water-plant required that the water pipes be reasonably sufficient to resist any pressure that they were likely to be subjected to, without regard to the reason for the pressure. *Aschoff v. Evansville*, 34 Ind. App. 25, 34, 72 N. E. 279.

16. Negligence with regard to hydrants, where not connected with any use of them by the fire department, is actionable. *Aldrich v. Tripp*, 11 R. I. 141, 147, 23 Am. Rep. 434.

there was a leak at the bottom of a hydrant, which was connected with the water main by a pipe, resulting in flooding the basement of a nearby building, and the hydrant was made a source of income to the city by selling water from it to contractors for street sprinkling, the hydrant cannot be said to be constructed or used merely for public protection by putting out fires, and inasmuch as the injury did not arise from negligence in the use of the hydrant for the purpose of extinguishing fire, the city is liable.¹⁷ The true rule would seem to be that municipalities are liable for injury caused by the negligence of an employee in flushing hydrants, if the flushing is an incident of its regular water service, but not if incident to its fire department service.¹⁸

§ 2684. Same—liability for impure water.

In determining and choosing the source of water supply, a municipality possessing its own waterworks acts in its discretion, and for error in judgment there is no municipal liability.¹⁹ And a consumer which is a manufacturer cannot recover damages because of impure water furnished his plant where he knew of the quality of water being furnished, and used it without objection, especially where the water was reasonably satisfactory for all purposes except the peculiar use (manufacture of logwood extracts or dyes) to which it was put in the business of such manufacture.²⁰ On the other hand, it has been held, in a case of first impression, that municipalities are liable for *disease contracted from drinking water* supplied by the municipal waterworks, where the municipality has negligently allowed the water supply to become polluted with filth, sewage and poisonous sub-

17. *Chicago v. Selz, Schwab & Co.*, 202 Ill. 545, 550, 67 N. E. 386, aff'g 104 Ill. App. 376.

18. *Judson v. Winstead*, 80 Conn. 384, 68 Atl. 999, 15 L. R. A. (N. S.) 91.

19. *Oakes Mfg. Co. v. New*

York, 125 N. Y. S. 1030, 141 App. Div. 130, aff'g 120 N. Y. S. 796, 65 Misc. Rep. 97.

20. *Oakes Mfg. Co. v. New York*, 206 N. Y. 221, 99 N. E. 540, 100 N. E. 414.

stances.²¹ In New York, however, a public well existed in the city of Brooklyn, and a person who drank the water died because of its impurity. The well was for public gratuitous use, and there was no claim that the well or pump was improperly constructed or out of repair or that the water became unwholesome from any defect in the well or pump, or from any external exposure which could have been avoided by reasonable care. It was held that the city was not an insurer of the quality of the water, and was not liable where it had no notice that the water was not wholesome.²²

§ 2685. Ownership of railroads: subways.

If a municipality owns a railroad, and operates it for gain, there is no question but that it is liable for negligence in connection therewith, and this applies equally well to subways.²³ However, this question does not seem to have ever been expressly decided.

§ 2686. Ownership of ferry.

A municipality which maintains and operates a ferry, in part for profit, is subject to all the liabilities of a common carrier.²⁴

§ 2687. Bathing beaches.

Where a free bathing *beach* is established and maintained by a municipality, it seems that the duty to keep safe is not as extensive as in case of streets; and there

21. *Keever v. Mankato*, 113 Minn. 55, 129 N. W. 158.

See extensive note in 1 N. C. C. A. (Negligence and Compensation Cases Annotated), 187, on "Liability of Municipal Corporation or Water Company for Sickness or Death Caused by Impure Water Supply."

22. *Danaher v. Brooklyn*, 119 N. Y. 241, 23 N. E. 745, 7 L. R. A. 592.

23. Construction of subway by a city is a business undertaking by the city as a proprietor and not as a sovereign. *Re Board of Rapid Transit Com'rs*, 197 N. Y. 81, 96, 90 N. E. 456.

24. Municipal ferry, city liable for negligence. *Davies v. Boston*, 190 Mass. 194, 76 N. E. 663; *Townsend v. Boston*, 187 Mass. 283, 72 N. E. 991.

is *dicta* that there is no duty imposed upon it to mark in any way the depth or relative depth of the water, so as to guard the ignorant bather from venturing too far.²⁵

§ 2688. Liability as owner of cemetery.

If a municipality owns or controls a cemetery, it has been held that the municipality is liable for the acts of its officers which it has ratified, in an exercise of its statutory powers, in an unlawful manner, in connection with such cemetery.²⁶ And where a municipality owns a cemetery within its limits, under lawful authority, especially where it sells lots therein for burial purposes, it must exercise the same degree of care in preventing damage to others as would be required of natural persons, and it is liable for its negligence in connection therewith.²⁷

6. SEWERS, DRAINS, WATERCOURSES, AND SURFACE WATERS.

§ 2689. In General.

In a previous chapter,²⁸ the general rules relating to sewers and drains, the power to construct them, etc., have been considered at some length. What is herein considered is the liability of municipalities in connection with the disposal, or failure to provide for the disposal, of sewage and surface waters, and also the municipal liability connected with the throwing of water on private lands, including both surface water and watercourses.

§ 2690. Sewers as to which liability exists.

There is no municipal liability for sewers or drains constructed by third persons for their own use and not controlled by the municipality.²⁹ But if sewers, drains

25. *McGraw v. District of Columbia*, 3 App. (D. C.) 405, 25 L. R. A. 691.

26. *Hollman v. Platteville*, 101 Wis. 94, 76 N. Y. 1119, 70 Am. St. Rep. 899.

27. *Toledo v. Cone*, 41 Ohio St. 149, 163-166, where city held liable to employee engaged in ceme-

tery in improving a vault owned by the city.

28. Ch. 31, *ante*, vol. 4.

Municipal power to control and regulate, § 1447, *ante*, vol. 4.

29. *Crawfordsville v. Bond*, 96 Ind. 236; *Levasseur v. Berlin*, 75 N. H. 146, 71 Atl. 628.

City not liable for sewer nul-

or culverts constructed by third persons are adopted by the municipality as a part of its sewerage or drainage system,³⁰ or the municipality assumes control and management thereof,³¹ the municipality becomes liable for

sance on private property where it is of such character that it does not obstruct the public street or imperil the safety of travelers thereon, notwithstanding the corporate authorities allowed the sewer to be constructed. *Dalton v. Wilson*, 118 Ga. 100, 44 S. E. 830, 98 Am. St. Rep. 101.

Private sewers and drains, and private rights therein, § 1427, *ante*, vol. 4.

Railroad drains or culverts. City not liable. *Crawfordsville v. Bond*, 96 Ind. 236; *Lander v. Bath*, 85 Me. 141, 26 Atl. 1091; *Robinson v. Danville*, 101 Va. 213, 43 S. E. 337. Compare, however, *Kelly v. Pittsburgh, etc., R. Co.*, 28 Ind. App. 457, 63 N. E. 233, 91 Am. St. Rep. 134.

Private extension of culvert. City not liable. *Lynch v. Clarke*, 25 R. I. 495, 56 Atl. 779.

Massachusetts, construction of statutory provisions as to "main drains," etc., see *Smith v. Gloucester*, 201 Mass. 329, 87 N. E. 626.

30. *Indianapolis v. Lawyer*, 38 Ind. 348; *Goff v. Hutchinson*, 38 Ind. 141. See also *Central Covington v. Beiser*, 122 Ky. 715, 92 S. W. 973.

Original constructor may sue, in such a case. *Emery v. Lowell*, 104 Mass. 13.

Making of occasional repairs, by city, not adoption of it. *Munn & Barton v. Pittsburg*, 40 Pa. 364.

What constitutes adoption. Act of city supervisor in connect-

ing with extension held not an adoption. *Dasher v. Harrisburg*, 20 Pa. Super. Ct. 79.

If a city merely assumes permissive control over a private sewer without condemning it and without the actual consent of the owners, the ownership does not change, and it is not liable for damages occasioned by its being out of repair. *Maysville v. Brooks*, 145 Ky. 526, 140 S. W. 665.

Where a city required property owners to connect their premises with a sewer system of a private corporation, it was held liable for damages caused by emptying the sewage into a creek, although the corporation might also be liable. *Thompson v. Winona*, 96 Miss. 591, 51 So. 129, in which case the court said: "The sewerage system, as such, without connection therewith being made by the citizens of the municipality, was harmless. It became harmful only when the city acted in the matter, and adopted it as its vehicle to carry away the filth of the city and empty it upon the property of the appellant. When the city did this, the system became as much its own system of sewerage, in so far as to make the city liable for the damage caused by its adoption, as it would have been had it actually owned it."

31. *Taylor v. Austin*, 32 Minn. 247, 20 N. W. 157; *Nims v. Troy*.

injuries resulting therefrom, since in such cases it is immaterial by whom the sewer, drain or culvert was constructed.³² However, the mere acquisition by a municipality of property on which is a private drain does not make the drain a public sewer.³³ A sewer is a public one, on the other hand, so as to make the municipality liable, although it is situated wholly or partly on private property,³⁴ or though a natural watercourse is utilized as a sewer.³⁵ However, it has been held that a municipality may connect its sewers with any natural channel for the flow of water, without incurring liability to keep that channel open to its mouth.³⁶ And irregularity in the proceedings in directing the construction of a sewer disconnected from a system does not relieve the municipality from liability.³⁷ But a municipality is not relieved from liability for obstructions in its sewers, by

3 *Thomp. & C. (N. Y.)* 5, *aff'd* in 59 N. Y. 500.

See also *Hines v. Nevada*, 150 Iowa, 620, 626, 130 N. W. 181.

Obstruction in sewer, placed there under supervision of city engineer. City liable. *Kiesel v. Ogden City*, 8 Utah 237, 30 Pac. 758.

32. Fact that the state originally constructed the sewer does not relieve the municipality from liability. *Chalkley v. Richmond*, 88 Va. 402, 14 S. E. 339, 29 Am. St. Rep. 730.

A city is liable for negligence in maintaining a culvert used as a part of its sewerage system, regardless of whether it constructed the culvert. *Vaccarini v. New York*, 104 N. Y. S. 928, 54 Misc. Rep. 600.

33. *Kosmak v. New York*, 117 N. Y. 361, 22 N. E. 945.

34. *Netzer v. Crookston*, 59 Minn. 244, 61 N. W. 21; *Hughes*

v. Auburn, 161 N. Y. 96, 55 N. E. 389, 46 L. R. A. 636; *Stoddard v. Saratoga Springs*, 4 N. Y. S. 745, 52 Hun, 610; *Levy v. Salt Lake City*, 5 Utah, 302, 16 Pac. 598. But see *McCaffrey v. Albany*, 11 Hun (N. Y.) 613.

35. *Kranz v. Baltimore*, 64 Md. 291, 2 Atl. 908; *Owens v. Lancaster*, 182 Pa. 257, 37 Atl. 858; *Blizzard v. Danville*, 175 Pa. 479, 34 Atl. 846.

The fact that a natural stream is enclosed and converted into a sewer by a city, does not make the city's liability for damages caused by lack of repairs any less than if the sewer had been entirely artificial. *Fox v. Joliet*, 150 Ill. App. 491, 495.

36. *Munn & Barton v. Pittsburg*, 40 Pa. 364. But see Pennsylvania cases cited in preceding note.

37. *Foncannon v. Kirksville*, 88 Mo. App. 279.

the fact that injury would not have occurred if the person damaged had not connected his property with the main sewer by a private drain, as he had a right to do.³⁸

Under the New Hampshire statute, creating liability for defects in "culverts," a covered drain from the gutter to a point under the sidewalk has been held a "culvert."³⁹

§ 2691. Duty to provide sewers and drains.

The establishment of sewers and drains by a municipal corporation is the exercise of a legislative⁴⁰ or *quasi-judicial*⁴¹ power, and the legislative body of the municipality is the sole judge of the necessity therefor.⁴² At common law, a municipal corporation is under no obligation to provide drainage or sewerage for its inhabitants, unless rendered necessary by its own act, and its omission to do so will not render it liable in damages.⁴³

38. *Hart v. Neillsville*, 125 Wis. 546, 104 N. W. 699, 1 L. R. A. (N. S.) 952.

Sewer connections by abutters, §§ 1448-1450, *ante*, vol. 4.

39. *Boyd v. Derry*, 68 N. H. 272, 38 Atl. 1005.

40. *Montgomery v. Gilmer*, 33 Ala. 116, 131, 70 Am. Dec. 562; *Maysville v. Brooks*, 145 Ky. 526, 140 S. W. 665.

41. *Mills v. Brooklyn*, 32 N. Y. 489, 495.

42. *Roll v. Indianapolis*, 52 Ind. 547, 562; *Michener v. Philadelphia*, 118 Pa. St. 535, 540, 12 Atl. 174.

Power to construct as discretionary, § 1435, *ante*, vol. 4.

43. *Alabama*. *Birmingham v. Crane* (Ala. 1911), 56 So. 723.

Colorado. *Daniels v. Denver*, 2 Colo. 669.

Illinois. *Chicago v. Rustin*, 99 Ill. App. 47.

Indiana. *Evansville v. Decker*, 84 Ind. 325, 43 Am. Rep. 86.

Kentucky. *Harney v. Lexington*, 130 Ky. 251, 254, 113 S. W. 115.

Maryland. *Kurrle v. Baltimore*, 113 Md. 63, 77 Atl. 373.

Minnesota. *McClure v. Red Wing*, 28 Minn. 186, 9 N. W. 767; *Pye v. Mankato*, 36 Minn. 373, 31 N. W. 863, 1 Am. St. Rep. 671; *Henderson v. Minneapolis*, 32 Minn. 319, 20 N. W. 322; *St. Paul & D. R. Co. v. Duluth*, 56 Minn. 494, 58 N. W. 159, 23 L. R. A. 88, 45 Am. St. Rep. 491.

Missouri. *Woods v. Kansas City*, 58 Mo. App. 272.

New York. *Wilson v. New York*, 1 Denio (N. Y.) 595, 43 Am. Dec. 719; *Barton v. Syracuse*, 37 Barb. (N. Y.) 292; *Mills v. Brooklyn*, 32 N. Y. 489.

Pennsylvania. *Carr v. The Northern Liberties*, 35 Pa. St.

And the fact that it constructs sewers in a portion of a sewer district will not render it liable for not constructing them throughout the entire district at the same time.⁴⁴ So the fact that a municipality has adopted a plan of sewerage does not make it liable in damages arising from its failure to execute part of the plan, since the municipality, in such a case, is at liberty to carry out the plan in whole or in part as such times as it sees fit.⁴⁵ For the same reason, a municipal corporation will not be held liable for omitting or refusing to reconstruct its drainage system to take in outlying property added to the corporation.⁴⁶

However, the rule that a municipal corporation is not liable for an omission to supply drainage or sewerage does not apply to a case where the necessity therefor is caused by the act of the municipality.⁴⁷

§ 2692. Abandonment of sewer or drain.

The abandonment or discontinuance of a sewer or drain constructed by a municipal corporation will not render the municipality liable for injuries to property resulting from the abandonment, if the property was not left

324, 78 Am. Dec. 342; *Cooper v. Scranton*, 21 Pa. Super. Ct. 17.

Rhode Island. Wakefield v. Newell, 12 R. I. 75, 34 Am. Rep. 598.

Tennessee. Chattanooga v. Reid, 103 Tenn. 616, 53 S. W. 937.

Virginia. Miller v. Newport News, 101 Va. 432, 44 S. E. 712.

Washington. Wood v. Tacoma, 66 Wash. 266, 119 Pac. 859; *Ronkosky v. Tacoma* (Wash. 1912), 128 Pac. 2.

West Virginia. Jordan v. Benwood, 42 W. Va. 312, 26 S. E. 266, 36 L. R. A. 519, 57 Am. St. Rep. 859.

If sewers rendered useless by change of grade of street, the city

is not liable for failure to provide new sewers. *Henderson v. Minneapolis*, 32 Minn. 319, 324, 20 N. W. 322.

44. *St. Joseph v. Owen*, 110 Mo. 445, 19 S. W. 713.

45. *Wilson v. Waterbury*, 73 Conn. 416, 421, 47 Atl. 687.

46. *Campbell v. Vanceburg*, 30 Ky. L. Rep. 1340, 101 S. W. 343.

47. *Terre Haute v. Hudnut*, 112 Ind. 542, 13 N. E. 686; *Evansville v. Decker*, 84 Ind. 325, 43 Am. Rep. 86; *Cotes v. Davenport*, 9 Ia. 227; *Damour v. Lyons City*, 44 Ia. 276; *Ross v. Clinton*, 46 Ia. 606, 26 Am. Rep. 169; *Carson v. Springfield*, 53 Mo. App. 289; *Byrnes v. Cohoes*, 67 N. Y. 204; *Carll v. Northport*, 42 N. Y. S. 576, 11 App. Div. 120.

in any worse condition than it was before the sewer or drain was constructed.⁴⁸ However, if the lot owner is left in a worse condition than he would have been if no sewer had ever been constructed, damages are recoverable because of the abandonment.⁴⁹

§ 2693. Liability for defective "plans."

The *general rule* is well settled that where a municipal corporation, duly authorized by charter, adopts a plan for a sewerage or drainage system, and executes the same, it will not be liable for injuries to property not involving an unconstitutional taking, which are referable to defects in the plan itself.⁵⁰ The Supreme Court of

48. *Waters v. Bay View*, 61 Wis. 642, 21 N. W. 811; *Peck v. Baraboo*, 141 Wis. 48, 53, 122 N. W. 740; *Finley v. Kendallville*, 45 Ind. App. 430, 433, 90 N. E. 1036; *Henderson v. Minneapolis*, 32 Minn. 319, 20 N. W. 322.

See *Atchison v. Challiss*, 9 Kan. 603, where the court said: "The proposition of abandoning or discontinuing a drain, or filling it up (as in this case) with the intention never to use it again, is a very different proposition from the one of negligently allowing a drain to become obstructed. For the first, the city is not liable; for the second, it generally is. The first is the exercise of that discretionary, or *quasi* judicial power, possessed by cities; the second is the neglect to perform a ministerial duty."

49. *McAdams v. McCook*, 71 Neb. 789, 99 N. W. 656; *Schroeder v. Baraboo*, 93 Wis. 95, 67 N. W. 27, and see *Sandy v. St. Joseph*, 142 Mo. App. 330, 126 S. W. 989.

Where the city discontinues a sewer and negligently walls up the

outlet so as to cause water gathering therein to escape in large quantities on adjacent premises, it will be liable. *O'Brien v. Worcester*, 172 Mass. 348, 353, 52 N. E. 385; *Schroeder v. Baraboo*, 93 Wis. 95, 67 N. W. 27.

50. *Arkansas. Little Rock v. Willis*, 27 Ark. 572.

Colorado. Denver v. Capelli, 4 Colo. 25, 34 Am. Rep. 62.

District of Columbia. Bannagan v. District of Columbia, 2 Mackey (D. C.), 285 (holding that negligence in choice of its agents or instrumentalities must be shown); *District of Columbia v. Cropley*, 23 App. (D. C.) 232.

Iowa. Knostman & P. Furniture Co. v. Davenport, 99 Ia. 589, 68 N. W. 887, valuable discussion of rule.

Kansas. King v. Kansas City, 58 Kan. 334, 49 Pac. 88.

Maine. Keeley v. Portland, 100 Me. 260, 61 Atl. 180; *Darling v. Bangor*, 68 Me. 108.

Massachusetts. Manning v. Springfield, 184 Mass. 245, 68 N. E. 202; *Whitten v. Haverhill*, 204

the United States announces the doctrine as follows: "The duties of the municipal authorities in adopting a general plan of drainage, and determining when and where sewers shall be built, of what size and at what

Mass. 95, 90 N. E. 409; Robinson v. Everett, 191 Mass. 587, 77 N. E. 1151.

New Jersey. Harrington v. Woodbridge Tp., 70 N. J. L. 28, 56 Atl. 141.

New York. Garratt v. Canandaigua, 135 N. Y. 436, 32 N. E. 142, aff'g 16 N. Y. S. 717; Schreiber v. New York, 32 N. Y. S. 744, 11 Misc. Rep. 551.

Pennsylvania. Collins v. Philadelphia, 93 Pa. St. 272; Fair v. Philadelphia, 88 Pa. 309, 32 Am. Rep. 455; Bear v. Allentown, 148 Pa. 80, 23 Atl. 1062.

Porto Rico. Wilson v. Arecibo, 2 Porto Rico Fed. 278, 288.

Vermont. Willett v. St. Albans, 69 Vt. 330, 38 Atl. 72.

Wisconsin. Hart v. Neillsville, 125 Wis. 546, 104 N. W. 699, 1 L. R. A. (N. S.) 952; Peck v. Baraboo, 145 Wis. 48, 122 N. W. 740.

Compare § 2633, *ante*.

Plans for sewers. "Acts of municipal officers in adopting drainage plans and in determining when and where sewers are to be constructed are recognized as *quasi* judicial, as they involve an exercise of deliberate judgment and discretion. It has frequently been held that, in exercising such judgment and discretion or in adopting sewer systems and plans, municipalities will incur no liability for such acts, as it will ordinarily be presumed, in the absence of any showing of actual

negligence, that reasonable care has been used." Lennon v. Seattle, 69 Wash. 447, 125 Pac. 770.

Changing course of sewer. Municipality not liable for injuries resulting from plans. District of Columbia v. Copley, 23 App. Cas. (D. C.) 232.

Best possible method of putting in sewer need not be adopted. Uppington v. New York, 58 N. Y. S. 533, 41 App. Div. 370, 376.

Missouri. The Supreme Court of Missouri has laid down the rule as follows: "The established doctrine in reference to sewers is this: that where they require the exercise of judgment as to the time when and the mode in which they shall be undertaken, and the best plan which the means at the disposal of the corporation renders it practicable to adopt, then their construction is in the nature of a judicial or *quasi* judicial proceeding, and the corporation is not responsible for a defect or want of efficiency in the plan adopted. But when the duty as respects sewers ceases to be judicial or *quasi* judicial, and becomes ministerial, then the corporation will be liable for the negligent discharge or the negligent omission to discharge such duty, resulting in an injury to others." Per Wagner, J., in Thurston v. St. Joseph, 51 Mo. 510, 519, 11 Am. Rep. 463, approved in Steinmeyer v. St. Louis, 3 Mo. App. 256, 261, adopted in Donahoe v. Kansas

level, are of a *quasi-judicial* nature, involving the exercise of deliberate judgment and large discretion, and depending upon considerations affecting the public health and general convenience throughout an extended territory; and the exercise of such judgment and discretion in the selection and adoption of the general plan or system of drainage is not subject to revision by a court or jury in a private action for not sufficiently draining a particular lot of land.”⁵¹ The *basic principle* of this rule is that, discretionary authority being vested in the governing body of a city to adopt such plans, defects therein are referable to mere errors in judgment.⁵² There

City, 136 Mo. 657, 667, 38 S. W. 571.

Wisconsin. The Wisconsin Supreme Court has laid down the following rules relating to the obligations of a municipal corporation in the adoption and execution of plans of sewerage: (1) A municipality is not responsible for mistakes in a duly adopted plan of sewerage. (2) It is responsible for a defective original construction of a system of sewerage; but this means negligent execution of the plan, not defective original construction inhering in the plan itself. Proper construction according to the adopted plan can never be a defective original construction, within the rule mentioned. (3) If a duly adopted and executed plan of sewerage does not prove defective in operation while in a proper state of repair, but becomes out of repair to the knowledge, actual or constructive, of the municipality, the duty devolves upon it to remedy the matter, and it is liable for failure to exercise ordinary care in respect thereto.

Gender, etc. Co. v. Milwaukee, 147 Wis. 491, 133 N. W. 835.

51. Johnston v. Dist. of Columbia, 118 U. S. 198, 6 Sup. Ct. 923, 30 L. Ed. 75, 1 Mackey, 437. See also Barnes v. Dist. of Columbia, 91 U. S. 540, 23 L. Ed. 440; Collins v. Waltham, 151 Mass. 196, 24 N. E. 327; Leeds v. Richmond, 102 Ind. 372; Kokomo v. Mahan, 100 Ind. 242.

52. “It is not the mere construction of a sewage system by a city which exempts the corporation from liability for injuries caused by its operation growing out of defects in the plan thereof, but such construction according to a plan stamped with judicial approval, so to speak, of the proper governing body.” Hart v. Neillsville, 125 Wis. 546, 104 N. W. 699, 1 L. R. A. (N. S.) 952, 956; Johnston v. District of Columbia, 118 U. S. 19, 6 Sup. Ct. 923, 30 L. Ed. 75.

“The municipality is not liable for damages resulting from an error of judgment on its part with respect to the location or direction of a sewer or its suffi-

are, however, certain exceptions to this general rule which will now be noticed, but it should be observed that these so-called exceptions do not, at least in their entirety, prevail in all the states.

Exception No. 1. In Indiana, and a few other states, it is held that if there is actual *negligence* (something more than mere error of judgment) in adopting the plan, the municipality is liable.⁵³ This rule does not seem to be distinctly repudiated in states not so holding, although the broad statements used in many decisions not so holding, seem to preclude liability even for *negligence* in making plans. It is believed that this Indiana rule is based on common sense principles and should be fol-

ciency for the purpose designed. Its liability is confined to injuries due to interference with the natural flow of water, faulty construction, and failure to maintain the sewer in proper condition, and free from obstructions that materially affect its use; and the rule is the same whether a natural water course is adopted for drainage purposes or an artificial channel is built." *Siegfried v. Bethlehem*, 27 Pa. Super. Ct. 456.

53. *Birmingham v. Crane* (Ala. 1911), 56 So. 723; *North Vernon v. Voegler*, 103 Ind. 314 (collates the authorities and holds that "the doctrine is not only sustained by authority but is sound in principle. Suppose that the common council * * * determines to build a sewer and cover it with reeds, can it be possible that the corporation can escape liability on the ground that it erred in devising a plan?").

See also *Cummins v. Seymour*, 79 Ind. 491, 41 Am. Rep. 618; *Weis v. Madison*, 75 Ind. 241, 39 Am. Rep. 135; *Indianapolis v.*

Huffer, 30 Ind. 235; *Evansville v. Decker*, 84 Ind. 325, 43 Am. Rep. 86; *Seymour v. Cummins*, 119 Ind. 148, 21 N. E. 549, 5 L. R. A. 126; *New Albany v. Ray*, 3 Ind. App. 321, 29 N. E. 611.

"Of course as long as no work is done under the plan no liability can arise, nor can any liability exist where there is nothing more than a failure to adopt a plan. But where a plan is adopted and carried into execution, then there is liability, if there was negligence in devising the plan. It is the duty of the municipal corporation to exercise reasonable care in providing a plan as well as in doing the work." *Terre Haute v. Hudnut*, 112 Ind. 542, 544, 13 N. E. 686. Compare *Roll v. Indianapolis*, 52 Ind. 547, *Rozell v. Anderson*, 91 Ind. 591, holding city not liable for mere error in judgment in devising plan though execution results in injury.

Carelessness in selection of plan is actionable. *Herring v. District of Columbia*, 2 Mackey (D. C.), 87.

lowed. It should apply, it would seem, and it has been so held in Wisconsin, where there has not been sufficient care used by the municipality in adopting the plan to warrant the belief that any legal discretion was actually exercised in the matter.⁵⁴ So, where a city in reckless disregard of consequences, adopts a palpably defective plan, or adopts one without the aid of some skilled person when such aid would be reasonably required, defects in the plan will not be attributed to mere error of judgment so as to exempt the municipality from liability for injuries caused thereby.⁵⁵

Exception No. 2. If the consequences of the plan of sewerage or drainage planned are unlawful, *i. e.*, *result in direct and physical injury to private property*, the municipality cannot take refuge behind the rule that there is no liability for a defective plan. If the plan must necessarily cause an injury to private property equivalent to some appropriation of the enjoyment thereof to which the owner is entitled, the municipality will be liable.⁵⁶ Thus, if defects in the plan of sewerage or

54. *Hart v. Neillsville*, 125 Wis. 546, 104 N. W. 699, 1 L. R. A. (N. S.) 952.

55. *Terre Haute v. Hudnut*, 112 Ind. 542, 13 N. E. 686; *Louisville v. Norris*, 111 Ky. 903, 64 S. W. 958, 98 Am. St. Rep. 437.

"An infallible judgment is not required to avoid liability, but the erection of a sewer (rendered necessary by street improvements) of such incapacity that every sane man knows in advance that it will not afford relief from the consequences of obstruction to the natural drainage caused by the filling of the street, would be dispensing with the use of common sense, and by no means consistent with that reasonable care which the law requires. It would, in-

deed, be carelessness most gross and wanton—not merely an error of judgment, but a failure to exercise judgment at all." *Indianapolis v. Huffer*, 30 Ind. 235.

56. *Defer v. Detroit*, 67 Mich. 346, 34 N. W. 680; *King v. Kansas City*, 58 Kan. 334, 338, 49 Pac. 88.

Farnham, Waters & Water Rights, § 254.

The Supreme Court of Michigan (per Cooley, C. J.), in an early case refused to apply the rule of non-liability for plans where the defect in the plan resulted in an invasion of the rights of an individual, in the following language: "It is very manifest from this reference to authorities that they recognize in municipal corpora-

drainage result in the discharge of drainage or sewage upon the lands of private persons, so as to amount to a positive trespass, the municipality will be liable.⁵⁷ As said in a Kansas decision, a municipality cannot collect "sewage and filth and precipitate it upon the property of a citizen, even if the plan is devised in good faith and the best material is used in the construction. It is immaterial from which end of the sewer the discharge is made; the consequence and liability are necessarily the same."⁵⁸ So where a sewer was built so as to discharge sewage in tide water so as to destroy a *bed of oysters* rightfully planted there, the municipality is liable, regardless of negligence, on the theory of a direct injury invading a private right, and that the deposit of sewage was a *taking* of property within the meaning of the constitutional provision.⁵⁹ So if a *nuisance* is created

tions no exemption from responsibility where the injury the individual has received is a direct injury accomplished by a corporate act which is in the nature of a trespass upon his property. * * * If the corporation send people with picks and spades to cut a street through it (the private property) without first acquiring the right of way, it is liable for a tort; but it is no more liable under such circumstances than it is when it pours upon a land a flood of water by a public sewer so constructed that the flooding must be a necessary result. The one is no more unjustifiable and no more an actionable wrong than the other. Each is a trespass and in each instance the city exceeds its lawful jurisdiction." The case points out the distinction usually applied between incidental injuries resulting from imperfect legislation and direct injury accom-

plished by a corporate act in the nature of a trespass. *Ashley v. Port Huron*, 35 Mich. 296, 301, 24 Am. Rep. 552.

57. § 2699, *post*.

Likewise, in Minnesota, it has been held that where the acts of the corporation constitute a positive trespass, although resulting from defective plans, they are actionable, and it is actionable trespass for the city to intercept the natural flow of surface water, and gather it up and conduct it in another direction by means of a gutter or other artificial channel, and construct the gutter of inadequate capacity, in consequence of which the water is cast in large and injurious quantities upon the premises of property owners. *Pye v. Mankato*, 36 Minn. 373, 375, 31 N. W. 863.

58. *King v. Kansas City*, 58 Kan. 334, 338, 49 Pac. 88.

59. *Huffmire v. Brooklyn*, 162

which is injurious to private property the nonliability for defective plans is no defense.⁶⁰

Exception No. 3. If a sewer, as planned, proves to be insufficient or defective, by actual experience, then, it is held in some states, a duty devolves on the municipality to remedy the situation, if possible. The leading case so holding is a New York one,⁶¹ and it has been followed in that state and in some others,⁶² although the exception has been repudiated in other states.⁶³ This rule, as

N. Y. 584, 57 N. E. 176, 48 L. R. A. 421, aff'g 48 N. Y. S. 132, 22 App. Div. 406.

60. § 2697, *post*.

61. Omission to adopt remedial measures is actionable negligence. *Selfert v. Brooklyn*, 101 N. Y. 136, 4 N. E. 321, 54 Am. Rep. 664.

62. *Richards v. Ann Arbor*, 152 Mich. 15, 115 N. W. 1047 (duty to enlarge culvert); *Ahrens v. Rochester*, 90 N. Y. S. 744, 97 App. Div. 480; *Munk v. Watertown*, 22 N. Y. S. 227, 67 Hun, 261.

A mistake of judgment in the adoption of a sewerage system is one thing, while "inexcusable omission to *remedy demonstrated defects* in one, liable, in view of the manner in which such system is designed to be used, to directly invade and injure private property, is quite another thing. The former involves mere error of judgment, the latter failure to perform a duty which the city owes to the person whose property is liable to be so injured." Per Justice Marshall in *Hart v. Neillsville*, 125 Wis. 546, 104 N. W. 699, 1 L. R. A. (N. S.) 952, 4 Am. & Eng. Ann. Cas. 1035.

Thomp., Neg., vol. 5, § 5876.

Alabama. If it appears that an accident would not have hap-

pened but for the palpable lack of skill in constructing a sewer, which should have been appreciated by men of ordinary understanding, or where the unfitness of the sewer had been demonstrated by previous experience, the municipality cannot escape liability on the ground that the accident resulted from defective plans. *Birmingham v. Crane* (Ala. 1911), 56 So. 723.

Defenses. A city sued for damages caused by the inadequacy of its sewers can not relieve itself from liability by showing there was a faulty connection between the damaged premises and the sewer and an absence of proper check valves to prevent the water backing up from the sewers. *Karfiol v. New York*, 103 N. Y. S. 1036, 119 App. Div. 70.

63. *Hesslon v. Wilmington*, 1 Marv. (Del.) 122, 133-137, 40 Atl. 749, in which it is argued that inasmuch as the plans of sewers, in the first instance, are *quasi* judicial and discretionary, the municipality should not be held liable when it acts in good faith and within like discretion in the plans for and the time of alteration and enlargement of such sewers.

Compare *Knostman & Petersen*

stated in Minnesota, is as follows: If a sewer, "as the same was originally planned and constructed, is found to result in direct and physical injury to the property of another, that would not otherwise have happened, and which, from its nature, is *liable to be repeated and continuous*, but is *remediable by a change of plan or the adoption of prudent measures*, the corporation is liable for such damages as occur in consequence of the original cause, after notice and an omission to use ordinary care to remedy the evil."⁶⁴ However, knowledge of the inadequacy of a sewer will not be imputed to a municipality from mere implied knowledge of the plan.⁶⁵

Exception No. 4. The general rule does not apply "where a sewerage system is constructed without the judgment of the proper body being exercised in the matter in the adoption of a plan for the work, though the system is in fact constructed according to some plan."⁶⁶

§ 2694. Same—liability for inadequate sewers or drains.

The liability for *inadequate* sewers or drains involves liability for defective plans although the law governing is not always harmonious, even in the same state. In some jurisdictions it is held that the determination of the *size or capacity* of sewers rests within the discretion of the municipality, and it will not be liable for damages caused by the construction of a sewer of insufficient capacity to carry off ordinary surface water, rainfalls and sewage.⁶⁷ These cases are decided on the theory that in-

Furniture Co. v. Davenport, 99 Ia. 589, 68 N. W. 887.

64. Tate v. St. Paul, 56 Minn. 527, 530, 58 N. W. 158, 45 Am. St. Rep. 501.

65. Geuder, P. & F. Co. v. Milwaukee, 147 Wis. 491, 504, 133 N. W. 835.

66. Hart v. Nellsville, 125 Wis. 546, 104 N. W. 699, 1 L. R. A. (N. S.) 952, 4 Am. & Eng. Ann. Cas. 1085.

67. Arkansas. Little Rock v. Willis, 27 Ark. 572.

Delaware. Hession v. Wilmington (Del. 1893), 27 Atl. 830.

Maine. Keeley v. Portland, 100 Me. 260, 267, 60 Atl. 180.

Massachusetts. Manning v. Springfield, 184 Mass. 245, 68 N. E. 202.

New Jersey. See Harrington v. Woodbridge, 70 N. J. L. 28, 56 Atl. 141.

asmuch as there is no municipal liability for a *total* failure to construct sewers, it necessarily follows that mu-

New York. Mills v. Brooklyn, 32 N. Y. 489.

Pennsylvania. Fair v. Philadelphia, 88 Pa. 309, 32 Am. Rep. 445; Bealafeld v. Verona, 188 Pa. St. 627, 41 Atl. 651; Cooper v. Scranton, 21 Pa. Super. Ct. 17; Pressman v. Dickson City, 13 Pa. Super. Ct. 236; Sullivan v. Pittsburgh, 5 Pa. Super. Ct. 357, 28 Pittsb. Leg. J. (N. S.) 36; Costello v. Conshohocken, 8 Pa. Co. Ct. R. 639.

Wisconsin. Geuder, P. & F. Co. v. Milwaukee, 147 Wis. 491, 503, 133 N. W. 835.

Inadequate sewers. "For the construction of a sewer which has not the capacity to carry off the ordinary or extraordinary rain falls, the city cannot be made responsible, and the reason for this is that a city cannot be held to answer for an error of judgment committed by a body created by law and clothed with discretion to determine the width and depth of drains and sewers; to hold a city responsible under such circumstances, would be to vest the power of judging of the proper grade of streets and the width and depth of sewers in the judiciary, instead of the city council where the legislature placed it." Little Rock v. Willis, 27 Ark. 572, 576.

"Now, if a city is not bound to construct a drain of any kind, by what system of reasoning can it be made to appear that if it shall construct a drain, it must construct one that will be sufficient

in all cases and for every emergency? Any drain is better than no drain. Any drain, instead of being an injury to a party is, so far as it operates, a positive benefit. If it carries off half the water that falls upon his premises, instead of the whole, how can that be said to be an injury? Is it not an actual benefit to the extent that it operates? And if a benefit, upon what principle can the city be made liable? A city in exercising its discretionary or quasi-judicial powers acts not merely for a private individual or individuals but for the general welfare of all its citizens; and in constructing drains it may construct them so as to drain the street or alleys only, or so as also to drain the property of its citizens; and in draining the property of its citizens the drains may be so constructed as to carry off all the water that may accumulate on the premises of an individual, or only a portion thereof; and they may also be constructed as to carry off all the water that may fall or accumulate on the premises of one person, and only a portion of what may fall or accumulate on the premises of some other persons." Atchison v. Challiss, 9 Kan. 603.

City not liable for damage resulting from the incapacity of a sewer to carry off increased volume of water caused by the grading of a street. Steinmeyer v. St. Louis, 3 Mo. App. 256. See also Stewart v. Clinton, 79 Mo. 603.

municipalities will not be liable for having *partially* executed the alleged obligation.⁶⁸ In other states, however, it is held that if a sewerage system is not *reasonably sufficient* to take care of the sewage and water reasonably expected to accumulate under ordinary circumstances the municipality will be liable for resultant injury.⁶⁹ In

In one case where property was flooded by reason of the incapacity of the sewer, the Missouri Court of Appeals held the city liable, but found that the authority conferred by ordinance upon the city engineer to determine the dimensions of a culvert was ministerial and not *quasi* judicial in character. Under the Kansas City charter, it was held that the common council is not required to prescribe the dimensions of a culvert and that the ordinance properly conferred this authority upon the city engineer. *Young v. Kansas City*, 27 Mo. App. 101.

Knowledge of plaintiff as barring recovery. One who having knowledge of the incapacity of a sewer to carry off surface water and sewerage, who made a connection with the sewer, is not entitled to recover from the city for the flooding of his property by back water coming through the connection. *Sheriff v. Oskaloosa*, 120 Ia. 442, 94 N. W. 904.

Limitations of rule where municipality fails to act after sewer or drain proves itself to be insufficient. § 2693, *ante*.

68. *Thomp., Neg.*, § 5871.

69. *Alabama*. *Birmingham v. Crane* (Ala. 1911), 56 So. 723; *Arndt v. Cullman*, 132 Ala. 540, 31 So. 478, 90 Am. St. Rep. 922.

California. *Spangler v. San Francisco*, 84 Cal. 12, 17, 23 Pac.

109, 18 Am. St. Rep. 158; *Lehn v. San Francisco*, 66 Cal. 76, 4 Pac. 965.

Illinois. *Dixon v. Baker*, 65 Ill. 518, 521, 16 Am. Rep. 591.

Indiana. *Weis v. Madison*, 75 Ind. 241, 251. But see *Rozell v. Anderson*, 91 Ind. 591; *Terre Haute v. Hudnut*, 112 Ind. 542, 13 N. E. 686.

Iowa. *Damour v. Lyons City*, 44 Iowa, 276, 282; *Powers v. Council Bluffs*, 50 Iowa, 197, 202. But see *Van Pelt v. Davenport*, 42 Ia. 308, 20 Am. Rep. 622.

Michigan. *Seaman v. Marshall*, 116 Mich. 327, 330, 74 N. W. 484.

See also *Louisville v. Leezer*, 143 Ky. 244, 136 S. W. 223; *Richards v. Ann Arbor*, 152 Mich. 15, 115 N. W. 1047, 15 Det. Leg. N. 142.

In Illinois it has been held that if the sewer is "wholly insufficient" to carry off surface waters, and that fact might have been known to the proper authorities had they exercised reasonable care and judgment, the municipality is liable. *Dixon v. Baker*, 65 Ill. 518; *Peoria v. Eisler*, 62 Ill. App. 26.

"If, in case of the ordinary annual rainfalls, the sewer proved to be insufficient, it might be inferred that there was negligence in the construction thereof." *Litchfield v. Southworth*, 67 Ill. App. 398, 400.

the former class of states, it has been held that if a sewer is adequate when constructed, the municipality is not liable because of subsequent inadequacy occasioned by the growth of the municipality and the increased demands thereby made on the sewer;⁷⁰ but in Kentucky the contrary is held.⁷¹

In any event, if a municipality itself changes the natural flow of water and constructs ditches or drains to carry it off which are inadequate for the purposes, it will be liable for damages thereby created.⁷²

Since the duty of a municipal corporation in respect to sewers and drains constructed by it is not performed until it has given them an *outlet*,⁷³ it has been held that it

Kentucky. Where the construction of streets renders sewers necessary, the city will be liable to the owner of premises injured by overflows for failure to construct sewers sufficient to carry off ordinary rain fall, though the premises were subject to overflows before the streets and sewers had been made. *Louisville v. Knighton*, 30 Ky. L. Rep. 1037, 100 S. W. 228, 8 L. R. A. (N. S.) 478.

70. *Carr v. Northern Liberties*, 35 Pa. 324, 78 Am. Dec. 342.

71. *Louisville v. Leezer*, 143 Ky. 244, 245, 136 S. W. 223.

72. *Evansville v. Decker*, 84 Ind. 325, 43 Am. Rep. 86; *Davis v. Crawfordsville*, 119 Ind. 1, 21 N. E. 449, 12 Am. St. Rep. 361; *Valparaiso v. Spaeth*, 166 Ind. 14, 76 N. E. 514; *Weis v. Madison*, 75 Ind. 241, 39 Am. Rep. 135; *Garrett v. Winterich*, 44 Ind. App. 322, 87 N. E. 161, 88 N. E. 308; *Fewell v. Meridian*, 90 Miss. 380, 43 So. 438, 9 L. R. A. (N. S.) 775; *Kehoe v. Rutherford*, 74 N. J. L. 659, 65 Atl. 1046.

Where a municipality in grad-

ing a street changed the natural flow of surface water and dug a ditch in the street to carry it off, and allowed the ditch to become and remain filled and back up on adjoining property creating a pond thereon, it was held liable. *Harris v. Rome*, 10 Ga. App. 409, 73 S. E. 532.

But the fact that a city accelerates the flow of surface water into a sewer by the construction of drains will not render it liable for the overflow of a private sewer if it does not divert the water from a natural course which would not have emptied in some place other than the sewer. *Brooks v. Maysville* (Ky. 1913), 152 S. W. 788.

73. *South Highland Land & Imp. Co. v. Kansas City*, 172 Mo. 523, 72 S. W. 944.

Floodgates. Where a sewer empties into a river, the failure of the municipality to place flood gates at the mouth of the sewer sufficient to guard against such floods as have occasionally occurred and which may reasonably

will be liable for damages caused by the insufficient capacity of an outlet to permit the escape of such water as may reasonably be expected to come to it,⁷⁴ but it will not be liable for the insufficiency of the outlet to carry off extraordinary and excessive rainfalls.⁷⁵ •

Extraordinary floods or rains. Whatever the rule may be as to ordinary surface water or rainfalls, it is settled that a municipal corporation is not liable for damages caused by an overflow of its sewers occasioned by extraordinary rains or floods.⁷⁶ However, although

be expected to occur again will render it liable for damages caused by a flood which, though unusual, had occasionally occurred. *Kansas v. King*, 65 Kan. 64, 68 Pac. 1093.

74. *Chicago v. Rustin*, 99 Ill. App. 47.

Where a city constructs drains or culverts and causes the flow of water in a place in which it did not run before, it is bound to provide a sufficient outlet to prevent overflows. *Boston Belting Co. v. Boston*, 149 Mass. 44, 20 N. E. 320.

75. *Chicago v. Rustin*, 99 Ill. App. 47.

76. *California*. *Los Angeles Cemetery Ass'n v. Los Angeles*, 103 Cal. 461, 37 Pac. 375, culverts.

Delaware. *Hession v. Wilmington*, 1 Marv. (Del.) 122, 132, 40 Atl. 749; *Harrigan v. Wilmington*, 8 Houst. (Del.) 140, 12 Atl. 779.

District of Columbia. *District of Columbia v. Gray*, 1 App. (D. C.) 500.

Illinois. *Peoria v. Adams*, 72 Ill. App. 662; *Litchfield v. Southworth*, 67 Ill. App. 398.

Indiana. *Valparaiso v. Spaeth*, 166 Ind. 14, 23, 76 N. E. 514;

Evansville v. Decker, 84 Ind. 325, 43 Am. Rep. 86.

Kentucky. *Maysville v. Brooks*, 145 Ky. 526, 530, 140 S. W. 665.

Michigan. *Richards v. Ann Arbor*, 152 Mich. 15, 115 N. W. 1047, 15 Det. Leg. N. 142.

New York. *Holzhausen v. New York*, 102 N. Y. S. 145, 116 App. Div. 812.

North Carolina. *Wright v. Wilmington*, 92 N. C. 156.

Pennsylvania. *Fairlawn Coal Co. v. Scranton*, 148 Pa. 231, 23 Atl. 1069, following *Collins v. Philadelphia*, 93 Pa. 272.

Wisconsin. *Allen v. Chippewa Falls*, 52 Wis. 430, 9 N. W. 284, 83 Am. Rep. 748.

In Wisconsin, rainfalls are classified as [1] ordinary, [2] extraordinary (such as occur sometimes but are not unprecedented), and [3] unprecedented (such as have never been known to have occurred before). It is only the first class that the municipality, in maintaining its sewer system, must use ordinary care to provide for. *Geuder, P. & F. Co. v. Milwaukee*, 147 Wis. 491, 499, 133 N. W. 835.

The word "extraordinary," as

the rain doing the damage be of an extraordinary character, yet if the negligence of the city in failing to keep its sewers open concurred and contributed to the damage, then the city has been held liable.⁷⁷ And if drains are so inadequate that they cannot take care of the water in case of an ordinary storm, the municipality is not relieved from responsibility because the rainfall was extraordinary.⁷⁸

§ 2695. Liability for negligence in construction or failure to repair.

It is said in an early case that "the law is firmly established that in constructing sewers and keeping them in repair, a municipal corporation acts ministerially, and having the authority to do the act, is bound to the exer-

used in stating the rule that a municipality is not liable for damages occasioned by an overflow of its sewers caused by an "extraordinary" rainfall, is not synonymous with "unprecedented," but with unusual; that which is rare or uncommon; happening sometimes, but not so often as to be regarded a common occurrence. *Geuder, P. & F. Co. v. Milwaukee*, 147 Wis. 491, 133 N. W. 835.

Extraordinary flood is one such as could not "reasonably be expected in this locality and climate." *Richmond v. Wood*, 109 Va. 75, 81, 63 S. E. 449.

Sewers constructed by a municipality need only be of such capacity as is sufficient to carry off such surface waters and sewage as ordinarily accumulate and the municipality might reasonably anticipate. *Kurrie v. Baltimore*, 113 Md. 63, 77 Atl. 373; *Richards v. Ann Arbor*, 152 Mich. 15, 115 N. W. 1047, 15 Det. Leg. N. 142;

Geuder, etc. Co. v. Milwaukee, 147 Wis. 491, 133 N. W. 835.

77. *Woods v. Kansas City*, 58 Mo. App. 272. See *Chicago & W. Ind. R. R. Co. v. Ayers*, 106 Ill. 511.

Compare *Savannah v. Cleary*, 67 Ga. 153; *Siegfried v. South Bethlehem*, 27 Pa. Super. Ct. 456.

Proximate cause. Where breaking of sewer merely added to a flood already existing, and the water from the sewer united with an existing flow in the street in which that from the sewer lost its identity, all of which subsequently reached plaintiff's basement, the breaking of the sewer was not the proximate cause except in so far injury would not otherwise have occurred. *Geuder, P. & F. Co. v. Milwaukee*, 147 Wis. 491, 501, 133 N. W. 835.

78. *Richards v. Ann Arbor*, 152 Mich. 15, 22, 115 N. W. 1047.

See § 2002 *ante*, vol. 4.

cise of needful prudence, watchfulness and care."⁷⁹ Other authorities, to the same effect, holding municipalities liable for negligence in the *construction or failure to repair* sewers and drains are very numerous.⁸⁰ The

79. *Barton v. Syracuse*, 36 N. Y. 54.

Consequential damages resulting from the construction of sewers and drains, § 1982, *ante*, vol. 4.

Where streets were being overflowed by a natural watercourse, and the municipality decided to change the course of the stream by building an artificial channel sufficient to carry the waters of the stream, acts in carrying out the plan were ministerial, and it was the duty of the municipality to construct the artificial channel of sufficient permanency, strength and size to carry all of the waters of the stream. *Wilson v. Boise City*, 6 Idaho, 391, 402, 55 Pac. 887.

80. *Alabama*. *Montgomery v. Gilmer*, 33 Ala. 116, 70 Am. Dec. 562; *Bleker v. Cullman* (Ala. 1912), 59 So. 625.

California. *Spangler v. San Francisco*, 84 Cal. 12, 23 Pac. 1091, 18 Am. St. Rep. 158; *Kramer v. Los Angeles*, 147 Cal. 668, 82 Pac. 334.

Colorado. *Denver v. Rhodes*, 9 Colo. 554, 13 Pac. 729; *Boulder v. Fowler*, 11 Colo. 396.

Connecticut. *Judd v. Hartford*, 72 Conn. 350, 44 Atl. 510, 77 Am. St. Rep. 312.

Delaware. *Hession v. Wilmington*, 1 Marv. (Del.) 122, 40 Atl. 749.

District of Columbia. *Koontz v. District of Columbia*, 24 App. (D. C.) 59,

Georgia. *Savannah v. Spears*, 66 Ga. 304.

Illinois. *Dixon v. Baker*, 65 Ill. 518, 16 Am. Rep. 591; *Alton v. Hope*, 68 Ill. 67.

Indiana. *Murphy v. Indianapolis*, 158 Ind. 238, 63 N. E. 469; *Roll v. Indianapolis*, 52 Ind. 547; *South Bend v. Paxon*, 67 Ind. 228; *Evansville v. Decker*, 84 Ind. 325, 43 Am. Rep. 86; *Logansport v. Newby* (Ind. App. 1912), 98 N. E. 4; *Seymour v. Cummins*, 119 Ind. 148, 21 N. E. 549, 5 L. R. A. 126; *Fort Wayne v. Coombs*, 107 Ind. 75, 7 N. E. 743, 57 Am. Rep. 82; *Logansport v. Wright*, 25 Ind. 512.

Iowa. *Van Pelt v. Davenport*, 42 Ia. 308, 20 Am. Rep. 622; *Hines v. Nevada*, 150 Ia. 620, 130 N. W. 181, 32 L. R. A. (N. S.) 797.

Kansas. *King v. Kansas City*, 58 Kan. 334, 49 Pac. 88; *Leavenworth v. Casey*, *McCahon* (Kan.), 124.

Kentucky. *Lexington v. Finn*, 149 Ky. 146, 147 S. W. 960; *Toebe v. Covington*, 145 Ky. 763, 141 S. W. 421.

Maine. *Hamlin v. Biddeford*, 95 Me. 308, 49 Atl. 1100.

Maryland. *Frostburg v. Dufty*, 70 Md. 47, 16 Atl. 642; *Hitchins v. Frostburg*, 68 Md. 100, 11 Atl. 826, 6 Am. St. Rep. 422; *Hanrahan v. Baltimore*, 114 Md. 517, 80 Atl. 312.

Massachusetts. *Stock v. Boston*, 149 Mass. 410, 21 N. E. 871, 14 Am. St. Rep. 430; *Norton v. New*

liability extends to negligence in *failure to repair* to the same extent, it would seem, as in case of negligence in

Bedford, 166 Mass. 48, 43 N. E. 1034 (no defense that sewer was not legally established). *Murphy v. Lowell*, 124 Mass. 564. But see *Rome v. Worcester*, 188 Mass. 307, 74 N. E. 370, decided under a special statute.

Michigan. *Defer v. Detroit*, 67 Mich. 346, 34 N. W. 680; *Ostrander v. Lansing*, 111 Mich. 693, 70 N. W. 332.

Minnesota. *Simmer v. St. Paul*, 23 Minn. 408.

Mississippi. *Semple v. Vicksburg*, 62 Miss. 63, 52 Am. Rep. 181.

Missouri. *Reeves v. Larkin*, 19 Mo. 192; *Thurston v. St. Joseph*, 51 Mo. 510, 11 Am. Rep. 463; *Sandy v. Joseph*, 142 Mo. App. 330, 126 S. W. 989; *Woods v. Kansas City*, 58 Mo. App. 272; *Donaheew v. Kansas City*, 136 Mo. 657, 38 S. W. 571; *Fink v. St. Louis*, 71 Mo. 52 (work done by underground railway company).

New Hampshire. *Rowe v. Portsmouth*, 56 N. H. 291, 22 Am. Rep. 464; *Lockwood v. Dover*, 73 N. H. 209, 61 Atl. 32.

New York. *Barton v. Syracuse*, 36 N. Y. 54, aff'g 37 Barb. 292; *Lewenthal v. New York*, 61 Barb. (N. Y.) 511; *Butler v. Edgewater*, 6 N. Y. S. 174, 53 Hun, 633, aff'd in 134 N. Y. 594, 31 N. E. 628; *Evers v. Long Island City*, 28 N. Y. S. 825, 78 Hun, 242.

North Carolina. *Willis v. New Berne*, 118 N. C. 132, 24 S. E. 706.

Pennsylvania. *Allentown v. Kramer*, 73 Pa. 406; *Briegel v.*

Philadelphia, 135 Pa. 451, 19 Atl. 1038, 20 Am. St. Rep. 885.

South Dakota. *Dell Rapids Mercantile Co. v. Dell Rapids*, 11 S. D. 116, 75 N. W. 898, 74 Am. St. Rep. 783, 4 Am. Neg. Rep. 459.

Texas. *Stamford Sewerage Co. v. Austin* (Tex. Civ. App. 1912), 143 S. W. 649.

Vermont. *Winn v. Rutland*, 52 Vt. 481.

Virginia. *Chalkeley v. Richmond*, 88 Va. 402, 14 S. E. 339, 29 Am. St. Rep. 730; *Miller & Meyers v. Newport News*, 101 Va. 432, 44 S. E. 712.

Wisconsin. *Geuder, etc. Co. v. Milwaukee*, 147 Wis. 491, 133 N. W. 835; *Hart v. Neillsville*, 125 Wis. 546, 104 N. W. 699, 1 L. R. A. (N. S.) 952.

Contra, *Chope v. Eureka*, 78 Cal. 588, 21 Pac. 364, 4 L. R. A. 325, 12 Am. St. Rep. 113.

"It has long been settled" that "a municipality is liable to a private action for negligence in building or maintaining" sewers. *Coan v. Marlborough*, 164 Mass. 206, 41 N. E. 238.

Negligent construction of sewers. "When the plaintiff proves that the city has undertaken to provide for the surface water, and has done it negligently and improperly, whereby he has sustained damages he makes out a prima facie case." *Damour v. Lyons City*, 44 Ia. 276.

City held liable for damages to building resulting from its negligence in constructing a sewer near the building. *Cherryvale v.*

the construction of sewers,⁸¹ and likewise in case of failure to keep sewers *free from obstructions*.⁸² Further-

Studyvin, 76 Kan. 285, 91 Pac. 60, 11 L. R. A. (N. S.) 385; Cummings v. Toledo, 12 Ohio Cir. Ct. R. 650, 5 O. C. D. 495.

In the construction and maintenance of a sewerage system a municipality is bound to take due precautions against nuisances resulting from occurrences naturally and reasonably to be anticipated. State v. Concordia, 78 Kan. 250, 96 Pac. 487.

Independent contractors. If a city adopts a proper plan of drainage, and lets a contract for the construction of the drain, allowing the contractor to use his own method and means of construction, it will not be liable for the negligence of the contractor in doing the work. Seymour v. Cummins, 119 Ind. 148, 21 N. E. 549, 5 L. R. A. 126. And see § 2662, *ante*.

81. *Indiana.* Fort Wayne v. Coombs, 107 Ind. 75, 7 N. E. 743, 57 Am. Rep. 82; South Bend v. Paxon, 67 Ind. 228. See Valparaiso v. Cartwright, 8 Ind. App. 429, 35 N. E. 1051; Cannelton v. Bush, 45 Ind. App. 638, 91 N. E. 359.

Iowa. Wallace v. Muscatine, 4 G. Greene (Iowa), 373, 61 Am. Dec. 131; Ross v. Clinton, 46 Ia. 606, 26 Am. Rep. 169; Powers v. Council Bluffs, 50 Ia. 197.

Maryland. Frostburg v. Dufty, 70 Ind. 47, 16 Atl. 642.

Massachusetts. Child v. Boston, 4 Allen (Mass.), 41, 81 Am. Dec. 680.

New York. New York v. Furze, 3 Hill. (N. Y.) 612.

Pennsylvania. Cairns v. Chester, 34 Pa. Super. Ct. 51; Markle v. Berwick, 142 Pa. 84, 21 Atl. 794.

Texas. Lindsay v. Sherman (Tex. Civ. App.), 36 S. W. 1019.

Washington. Ronkosky v. Tacoma (Wash. 1912), 128 Pac. 2.

Reasonable care must be used by municipal corporation to keep sewers and drains in suitable repair. Weidman v. New York, 82 N. Y. S. 771, 84 App. Div. 321.

Municipality is not an insurer of the condition of its sewers and is liable only for negligence. Fort Wayne v. Coombs, 107 Ind. 75, 7 N. E. 743, 57 Am. Rep. 82.

Outlet on private property. Where a city so constructs a sewer as to place its outlet on private property it can not urge as a defense to an action for damages for failure to repair that it had no right to go on the property to make repairs. Netzer v. Crookston City, 59 Minn. 244, 61 N. W. 21.

Statutory right of action against municipal corporation for failure to maintain and keep in repair a public sewer held to be limited to those who have a right to enter the sewer. Evans v. Portland, 97 Me. 509, 54 Atl. 1107. Liability of municipality with respect to proper maintenance of its sewers held to be equivalent, under a statute, to that of insurer. Blood v. Bangor, 66 Me. 154.

82. *California.* Spangler v. San Francisco, 84 Cal. 12, 23 Pac. 1091, 18 Am. St. Rep. 158.

Colorado. Denver v. Rhodes, 9

more, a city authorized by its charter to establish sewers cannot escape liability for its negligence on the ground that it did the work directly through the superintendent of its streets when its charter provided that it should be done by contract to the lowest bidder.⁸³

It will be noticed that this liability in regard to the construction and maintenance of sewers is one of the most widely admitted of any liability for municipal tort, and this is so even in such jurisdictions as the New England states which deny common law liability for injury from defective streets;⁸⁴ and it seems that *New Jersey*

Colo. 555, 13 Pac. 729.

Connecticut. Judd v. Hartford, 72 Conn. 350, 44 Atl. 510, 77 Am. St. Rep. 312.

Delaware. Hession v. Wilmington (Del. 1893), 27 Atl. 830; Hession v. Wilmington, 1 Marv. (Del.) 122, 40 Atl. 749.

Georgia. Savannah v. Cleary, 67 Ga. 153.

Iowa. Hines v. Nevada, 150 Ia. 620, 130 N. W. 181.

Kentucky. Louisville v. O'Malley, 21 Ky. L. Rep. 873, 53 S. W. 287; Central Covington v. Beiser, 122 Ky. 715, 29 Ky. L. Rep. 261, 92 S. W. 973.

Maine. Hamlin v. Biddleford, 95 Me. 308, 49 Atl. 1100.

Missouri. Woods v. Kansas City, 58 Mo. App. 272, 279; Stewart v. Clinton, 79 Mo. 603, 612; Foster v. St. Louis, 71 Mo. 157; Taylor v. St. Louis, 14 Mo. 20; Thurston v. St. Joseph, 51 Mo. 510, 11 Am. Rep. 463.

Flood. Where a sewer becomes obstructed through negligence of the municipality, the fact that there has also been a flood will not relieve the municipality from liability. *Richmond v. Wood*, 109 Va. 75, 63 S. E. 449.

Negligence in cleaning drain.

Where a city is authorized to maintain a drain, it is liable for damages caused by its employees throwing refuse on adjoining land in cleaning out the drain. *Bailey v. Osborn*, 80 N. J. L. 333, 78 Atl. 9.

Where a sewer obstruction for which the city was not responsible caused an overflow into adjacent cellars, the act of one of the city's servants in turning water into the sewer to remove the obstruction, and thereby adding to the overflow is negligence for which the city is liable. *Frankfort v. Buttimer*, 146 Ky. 815, 143 S. W. 410.

Although the duty of a municipality to conserve the public health is governmental, if the flushing of a sewer is but a necessary act to keeping the streets in a reasonably fit condition, it is liable for the negligence of its employees in the performance of such act even though the work was also done to remove a menace to public health. *Denver v. Maurer*, 47 Colo. 209, 106 Pac. 875.

83. *Donahoe v. Kansas City*, 136 Mo. 657, 38 S. W. 571.

84. § 2721, *post*, next chapter.

is the only state where this doctrine of liability is not recognized.⁸⁵

Of course, if the party whose property has been damaged is guilty of *contributory negligence*, no recovery can be had.⁸⁶ Likewise, if the cause of injury is an *act of God* the municipality is not liable.⁸⁷

§ 2696. Same—notice of defects or obstructions.

The question as to the necessity and sufficiency of notice of defects or obstructions, before the accident, to render the municipality liable, generally arises in connection with liability for defective streets.⁸⁸ However, the question occasionally arises in connection with defective sewers, but the same rules apply, it seems, as in case of defective streets. Thus, notice is unnecessary where the negligence is that of the municipality in con-

85. *Waters v. Newark*, 56 N. J. L. 361, 28 Atl. 717.

In New Jersey, the rule laid down is that a municipality is not liable for faulty construction of, or failure to repair, sewers; but if a sewer becomes obstructed or out of repair, "occasioning a *private* nuisance exclusively, and the public authorities have been notified of the accident," failure to put the sewer in a proper condition is actionable. *Jersey City v. Kiernan*, 50 N. J. L. 246, 251, 13 Atl. 170, followed in *Murphy v. Atlantic Highlands*, 77 N. J. L. 452, 76 Atl. 1073.

86. *Burnside v. Everett*, 186 Mass. 4, 71 N. E. 82; *Parker v. Laredo*, 9 Tex. Civ. App. 221, 28 S. W. 1048.

Where the danger from backflow in connecting with a sewer was as apparent to a property owner who made such connection, leaving an open end in his base-

ment, as it was to the municipality, he can not recover for damages caused by a backflow of sewage. *Hart v. Neillsville*, 141 Wis. 3, 123 N. W. 125.

87. Act of God must be sole cause. A city is only liable for the want of ordinary care in providing and maintaining sufficient curbing, guttering and sidewalks. If, "by reason of the want of such care and prudence, the curbing and guttering become defective and out of repair, and this defective condition of the curbing and guttering becomes an active agency with the act of God in producing the damage, then the city will be liable. The commingling negligence of the city must amount to the want of ordinary care." *Haney v. Kansas*, 94 Mo. 334, 336, 7 S. W. 417.

88. §§ 2807-2818, *post*, next chapter, where subject is fully treated.

structing the sewers.⁸⁹ Under other circumstances, however, as in case of failure to make necessary repairs, notice is ordinarily necessary.⁹⁰

§ 2697. Nuisances.

Specific examples of nuisances in connection with sewers and drains, such as create municipality liability, are noticed in subsequent sections,⁹¹ they being merely illustrations of the general rule that a municipality is liable, the same as an individual, where it constructs or maintains a sewer or drain in such a way as to amount to a nuisance.⁹²

89. *Jasper v. Barton* (Ala. App. 1911), 56 So. 42.

"The rule applies as in case of imperfect original construction of a highway." *Hart v. Neillville*, 141 Wis. 3, 9, 123 N. W. 125.

90. *Tate v. St. Paul*, 56 Minn. 527, 58 N. W. 158, 45 Am. St. Rep. 501; *Schreiber v. New York*, 32 N. Y. S. 744, 11 Misc. Rep. 551; *Daggett v. Cohoes*, 7 N. Y. S. 882, 54 Hun, 639; *Harper v. Milwaukee*, 30 Wis. 365.

However, must use reasonable diligence to discover and remedy defects in sewers. *Gravey v. New York*, 102 N. Y. S. 1010, 117 App. Div. 773; *Quinlan v. New York*, 102 N. Y. S. 1012, 118 App. Div. 897.

Notice of facts may be inferred from lapse of time when they are of such a nature as to attract general public attention. *Fuchs v. St. Louis*, 133 Mo. 168, 31 S. W. 115, 34 L. R. A. 118.

Where damages are caused by an overflow from an unusual flood, the municipality will not be liable for defects in the sewer, in the absence of a showing that

it had notice thereof. *Judas v. New York*, 105 N. Y. S. 96, 55 Misc. Rep. 259.

Where a sewer overflow was caused by an obstruction of sticks used by children playing in the street, a municipality is not liable for damages caused thereby, in the absence of evidence of the length of time of the existence of the obstruction. *Beyer v. New York*, 126 N. Y. S. 455, 141 App. Div. 679.

Constructive notice sufficient. *Woods v. Kansas City*, 58 Mo. App. 272; *Lindsay v. Sherman* (Tex. Civ. App.), 36 S. W. 1019. And see § 2813, *post*.

91. §§ 2698-2700, 2706, 2711, *post*.

Nuisances in general, § 2641, *ante*.

92. *Holmes v. Atlanta*, 113 Ga. 961, 39 S. E. 458; *Carmichael v. Texarkana*, 94 Fed. 561.

Sewers and drains as nuisance, § 1440, *ante*, vol. 4.

Open drain, carrying filth, near plaintiff's dwelling, is a nuisance, and damages are recoverable.

§ 2698. Same—liability for death or sickness.

The damages for which a municipal corporation is liable due to its neglect to observe proper sanitary precautions in the care and maintenance of its sewers are those arising from injuries to property, and do not, it is generally held, extend to death, sickness and physical discomfort caused by such neglect.⁹³ Thus, where sickness or death is caused, independent of any injury to property rights, by the pollution of a stream by sewage, the municipality is generally held not liable, on the theory that the establishment of a public sewer system is an exercise of a governmental function;⁹⁴ although the contrary has been held in New Hampshire⁹⁵ and Vermont.⁹⁶ And it is held, in several jurisdictions, that where there is an injury to property rights and also to health, damages for the latter may be included.⁹⁷

Madisonville v. Hardman (Ky.), 92 S. W. 930.

Storm sewer, where a nuisance because of abutters connecting their waste and closet pipes therewith, makes city liable, where it had knowledge thereof although it had not granted abutters leave to do so. *Demby v. Kingston*, 14 N. Y. S. 601, 60 Hun, 294.

Conditions precedent. Knowledge of the nuisance and a request to abate it, is necessary, where the nuisance is not created by the municipality. *Martin v. St. Joseph*, 136 Mo. App. 316, 320, 117 S. W. 94.

No defense that refuse dumped in sewer, constituting a nuisance, was put there by a third person, where the city had licensed him to so use the sewer. *Kolb v. Knoxville*, 111 Tenn. 311, 76 S. W. 823.

Ultra vires no defense, in Iowa.

Frances v. Sharon, 143 Ia. 730, 733, 121 N. W. 523.

93. *Hughes v. Auburn*, 161 N. Y. 96, 55 N. E. 389, 46 L. R. A. 636; *Metz v. Asheville*, 150 N. C. 748, 64 S. E. 881, 22 L. R. A. (N. S.) 940. See also *Wharton v. Bradford City*, 209 Pa. 319, 58 Atl. 621.

Contra, *Willett v. St. Albans*, 69 Vt. 330, 38 Atl. 72.

94. See cases cited in preceding note.

95. *Lockwood v. Dover*, 73 N. H. 209, 61 Atl. 32.

96. *Willett v. St. Albans*, 69 Vt. 330, 38 Atl. 72.

97. *Loughran v. Des Moines*, 72 Ia. 382, 34 N. W. 172; *Allen v. Boston*, 159 Mass. 324, 34 N. E. 519, 38 Am. St. Rep. 423.

A plaintiff entitled to recover damages from a city for its negligence in depositing sewage in a stream flowing through his land

§ 2699. Discharge of sewage upon private property.

A municipality has no more right to create a nuisance to the injury of another than has an individual,⁹⁸ and hence where a sewer outlet is a private nuisance damages are recoverable.⁹⁹ Where a sewer is maintained by a municipal corporation so as to *discharge sewage and filth upon private property*,¹ or to emit offensive odors

could also recover expenses incurred for medicines and medical attention in being cured of sickness caused by the deposit of such sewage. *Paris v. Allred*, 17 Tex. Civ. App. 125, 43 S. W. 62.

Contra. "Where a drain constructed by a municipal corporation, through its negligence becomes choked with refuse, and overflows the premises of an adjacent land owner, the corporation is liable only for damages to the property, not for bills of physicians, medicines, increase in expenses of his family, loss of time or mental anguish, the result of illness caused by the condition of the drain." *Williams v. Greenville*, 130 N. C. 93, 40 S. E. 977, 57 L. R. A. 207, 89 Am. St. Rep. 860.

98. *Hines v. Nevada*, 150 Ia. 620, 130 N. W. 181, 32 L. R. A. (N. S.) 797.

§ 2697, *ante*.

99. *Hines v. Nevada*, 150 Ia. 620, 130 N. W. 181, 32 L. R. A. (N. S.) 797.

1. *Georgia*. *Holmes v. Atlanta*, 113 Ga. 961, 39 S. E. 458; *Macon v. Small*, 108 Ga. 309, 34 S. E. 152; *Massengale v. Atlanta*, 113 Ga. 966, 39 S. E. 578.

Illinois. *Terre Haute v. Hudson*, 112 Ind. 542, 13 N. E. 686.

Iowa. *Fitzgerald v. Sharon*, 143 Ia. 730, 121 N. W. 523.

Kentucky. *Madisonville v. Hardman*, 29 Ky. L. Rep. 253, 92 S. W. 930; *Louisville v. Gimpeel*, 22 Ky. L. Rep. 1110, 59 S. W. 1096; *Louisville v. O'Malley*, 21 Ky. L. Rep. 873, 53 S. W. 287.

Massachusetts. *Haskell v. New Bedford*, 108 Mass. 208; *Woodward v. Worcester*, 121 Mass. 245.

Michigan. *Seaman v. Marshall*, 116 Mich. 327, 74 N. W. 484; *Rice v. Flint*, 67 Mich. 401, 34 N. W. 719.

Minnesota. *Tate v. St. Paul*, 56 Minn. 527, 58 N. W. 158.

New York. *Stoddard v. Saratoga Springs*, 127 N. Y. 261, 27 N. E. 1030; *Butler v. Edgewater*, 6 N. Y. S. 174, 53 Hun, 633, *aff'd* in 134 N. Y. 594, 31 N. E. 628; *Evers v. Long Island City*, 28 N. Y. S. 825, 78 Hun, 242; *Beach v. Elmira*, 11 N. Y. S. 913, 58 Hun, 606; *Barton v. Syracuse*, 37 Barb. (N. Y.) 292, *aff'd* in 36 N. Y. 54; *Van Rensselaer v. Albany*, 2 How. Pr. N. S. (N. Y.) 42; *Moody v. Saratoga Springs*, 45 N. Y. S. 365, 17 App. Div. 207.

Wisconsin. See *Schroeder v. Baraboo*, 93 Wis. 95, 67 N. W. 27.

United States. *Carmichael v. Texarkana*, 94 Fed. 561.

To same effect. *Bloom v. San*

creating an unsanitary and dangerous condition interfering with the safe and comfortable enjoyment of such property so as to impair its value,² the municipality will be liable. So the municipality is liable where the sewage flows on one's land and thus pollutes a watercourse thereon.³ So it is not necessary that the sewage be deposited directly on one's property, to authorize a recovery of damages, but it is sufficient that it percolates into

Francisco, 64 Cal. 503, 3 Pac. 129.

Contra, see Washburn & M. Mfg. Co. v. Worcester, 116 Mass. 458.

Sewer emptying on one's land. "A city is liable for constructing a sewer which is designed to and does empty on to the plaintiff's land." Whitten v. Haverhill, 204 Mass. 95, 104, 90 N. E. 409.

If the municipality permits connection of private sewerage with its gutters, it will be liable for a nuisance resulting therefrom, to people living at the end of the gutter. Vicksburg v. Richardson, 90 Miss. 1, 42 So. 234.

Nuisance is a continuing one. Reid v. Atlanta, 73 Ga. 523.

Trespass. Such an act is also a trespass. Magee v. Brooklyn, 45 N. Y. S. 473, 18 App. Div. 22.

Negligence unnecessary. In an action against a city for damages for discharging sewage on private lands the complaint need not state that the defendant negligently discharged such sewage on the land. Butcher v. Staples (Minn. 1912), 139 N. W. 140.

2. *Georgia.* Smith v. Atlanta, 75 Ga. 110.

Illinois. Jacksonville v. Doan, 145 Ill. 23, 33 N. E. 878; Litchfield v. Whitenack, 78 Ill. App. 364;

Bloomington v. Murnin, 36 Ill. App. 647.

Iowa. Loughran v. Des Moines, 72 Ia. 382, 34 N. W. 172.

Massachusetts. Allen v. Boston, 159 Mass. 324, 34 N. E. 519, 38 Am. St. Rep. 423.

New York. Hardy v. Brooklyn, 90 N. Y. 435, 43 Am. Rep. 182; Hughes v. Auburn, 47 N. Y. S. 235, 21 App. Div. 311.

North Carolina. Williams v. Greenville, 130 N. C. 93, 40 S. E. 977, 57 L. R. A. 207, 89 Am. St. Rep. 860.

Pennsylvania. Owens v. Lancaster, 182 Pa. 257, 37 Atl. 858.

Texas. Lindsay v. Sherman (Tex. Civ. App.), 36 S. W. 1019.

Sewage dumped into open ditch near a residence gave forth offensive odors. City liable. Phillips v. Armada, 155 Mich. 260, 118 N. W. 941.

Explosion. Since a city would be liable for permitting the escape of poisonous gases from its sewers it can not be held liable for not opening the vents on a sewer to prevent an explosion of gases therein. Fuchs v. St. Louis, 167 Mo. 620, 67 S. W. 610, 57 L. R. A. 136.

3. Carmichael v. Texarkana, 94 Fed. 561.

§ 2706, *post*.

and through his land.⁴ However, there is no municipal liability for sewage cast on one's land by a culvert made solely to conduct surface water, where the municipality never gave permission nor knew that sewage of a certain person flowed into it, and had no knowledge of facts such as would charge it with knowledge.⁵

§ 2700. Same—surface water.

It is to be noted, however, that the law regulating the rights in respect to surface water "is quite a different thing from that governing the disposal of house drainage," so far as its discharge is concerned.⁶ Thus as to the latter, if a culvert does not cause water to flow in *increased* quantities over one's land, but only to the same extent as before the culvert was put in, there is no liability.⁷ So the owner of a swamp which is the natural place of deposit of the surface waters from the higher adjoining territory cannot complain because the municipality continues to deposit such waters on such swamp by means of mere storm sewers after such swamp has been improved.⁸ On the other hand, if surface water is cast in a body on one's land, he ordinarily may recover,⁹ as well as in case of a discharge of surface water drained from the gutters on private lands in such quantities as to impair their value.¹⁰ Likewise, if surface water is contaminated by filth so as to be offensive to the smell or a cause of pollution of other water, and it is conducted on the plaintiff's premises by a pipe or

4. *Bacon v. Boston*, 154 Mass. 100, 28 N. E. 9.

5. *Noble v. St. Albans*, 56 Vt. 522, 524.

6. *Winn v. Rutland*, 52 Vt. 481, 495.

7. *Noble v. St. Albans*, 56 Vt. 522.

8. *St. Paul & D. R. Co. v. Duluth*, 56 Minn. 494, 58 N. W. 159, 23 L. R. A. 88, 45 Am. St. Rep. 491.

9. § 2002, *ante*, vol. 4; § 2711, *post*.

10. *Field v. West Orange Tp.*, 36 N. J. Eq. 118; *Selfert v. Brooklyn*, 101 N. Y. 136, 4 N. E. 321, 54 Am. Rep. 664.

See also *Bradt v. Albany*, 5 Hun (N. Y.), 591.

License, effect of. *New York C. & H. R. R. Co. v. Rochester*, 127 N. Y. 591, 28 N. E. 416.

drain, it would seem that it occupies the same position as sewage.¹¹

§ 2701. Watercourses, liability in regard to.

Where a watercourse passes through the boundaries of a municipality, there is no duty on its part to keep the stream in a safe condition or free from obstructions;¹² and this is so although the stream has been declared a public highway by statute.¹³ So a municipal corporation is not liable at common law for failure to abate the natural and ordinary flooding of lands on the bank of a navigable stream.¹⁴ Furthermore, the fact

11. See *Holmes v. Atlanta*, 113 Ga. 961, 39 S. E. 458.

12. *Seaman v. New York*, 80 N. Y. 239, 36 Am. Rep. 612; *Coonley v. Albany*, 132 N. Y. 145, 30 N. E. 382; *O'Donnell v. Syracuse*, 184 N. Y. 1, 76 N. E. 738, 3 L. R. A. (N. S.) 1053; *Maryland v. Miller*, 180 Fed. 796, 810.

Need not keep safe for navigation. [*Coonley v. Albany*, 132 N. Y. 145, 150, 30 N. E. 382, aff'g 10 N. Y. S. 512, 57 Hun, 327, unless it is so provided by statute. *Winpenny v. Philadelphia*, 65 Pa. 135.]

Removal of obstructions: Unless required by statute, a municipal corporation is not bound to remove obstructions from a stream running through its boundaries, placed therein by others. *Sehy v. Salt Lake City* (Utah, 1912), 126 Pac. 691; *Zehe's Adm'r v. Louisville*, 29 Ky. L. Rep. 1107, 96 S. W. 918.

Municipality is not liable for obstructions in a stream not used by it as an outlet for its sewer which are caused by the accumulation of sand and mud washed

into it by water from streets and buildings. *A. L. Lakey Co. v. Kalamazoo*, 138 Mich. 644, 101 N. W. 841, 67 L. R. A. 931, 110 Am. St. Rep. 338; *Sprague v. Worcester*, 79 Mass. 193.

Negligence in the work of removing obstructions may, however, be actionable. *Goodrich v. Chicago*, 20 Ill. 445.

Grant of authority to remove obstructions does not impose duty to do so. *Goodrich v. Chicago*, 20 Ill. 445.

Hudson river, rule applied to obstructions in. *Coonly v. Albany*, 132 N. Y. 145, 30 N. E. 382, aff'g 10 N. Y. S. 512, 57 Hun, 327; *Seaman v. New York*, 80 N. Y. 239, 36 Am. Rep. 612.

Natural watercourses, public control, § 1437, *ante*, vol. 4.

13. *O'Donnell v. Syracuse*, 184 N. Y. 1, 76 N. E. 738, 3 L. R. A. (N. S.) 1053, 112 Am. St. Rep. 558.

14. *O'Donnell v. Syracuse*, 184 N. Y. 1, 76 N. E. 738, 3 L. R. A. (N. S.) 1053, 112 Am. St. Rep. 558; *Hamilton v. Ashbrook*, 62 Ohio St. 511, 57 N. E. 239 (not

that a municipality undertakes to remove obstructions, it being under no legal obligation to remove them, does not create any new liability.¹⁵

There is no *liability for consequential damages* resulting from improvements made in watercourses, where authorized and where there is no negligence,¹⁶ the same rule applying as in case of other public improvements,¹⁷ although there is liability where a public improvement obstructs a watercourse.¹⁸

§ 2702. Same—public improvement obstructing watercourse.

It is hereafter noticed that there is no liability, ordinarily, in most states, for consequential injuries resulting from interference with *surface waters* by public improvements.¹⁹ In this connection, it is highly important to distinguish between surface water and watercourses,²⁰ since as to the latter it is generally held that there is liability if the channel of a watercourse is interfered with so as to injure property.²¹

liable because of inadequacy of provisions to prevent overflows).

Fact that city owns bed of stream and right to sell water from it is immaterial. *Moore v. Los Angeles*, 72 Cal. 287, 13 Pac. 855.

Statutory provisions. But where the periodical overflow of a river is declared a nuisance by statute and the duty is imposed upon the municipality to abate all nuisances, it has been held, the municipality will be liable for its refusal to abate such overflow. *White v. Buffalo*, 112 N. Y. S. 485, 60 Misc. Rep. 611.

15. *Goodrich v. Chicago*, Fed. Cas. No. 5,542, 4 Biss. 18, aff'd in 5 Wall. (U. S.) 566.

16. *Alexander v. Milwaukee*, 16 Wis. 247.

17. §§ 1968, 2002, *ante*, vol. 4.

18. § 2702, *post*.

19. § 2708, *post*.

20. *Gregory v. Bush*, 64 Mich. 37, 31 N. W. 90; *Young v. Kansas City*, 27 Mo. App. 101; *Hoyt v. Hudson*, 27 Wis. 656, 9 Am. Rep. 473.

21. If permanent improvement is made by city on bank of water course, so as to narrow the channel, and injure private property on the other side, the municipality is liable. *Parker v. Atchison*, 58 Kan. 29, 48 Pac. 631.

But municipality is not liable for the flooding of lands of a lower riparian owner, caused by the erection of embankments in the improvement of its streets, to confine flood water of a stream to its channel, unless the quantity

Surface water, it has been held, "is that which is diffused over the surface of the ground derived from falling rains and melting snows, and continues to be such until it reaches some well-defined channel in which it is accustomed to, and does, flow with other waters, whether derived from the surface or springs; and it then becomes the running water of a stream and ceases to be surface water."²² To constitute a watercourse, it is necessary that there should be a stream of water flowing through a well-defined bed or channel with sides or banks and a permanent source of supply. It is not essential that it should be uniform or uninterrupted. It is sufficient if it is usually a stream of running water.²³ As to the latter, a municipality is liable for the damages caused by damming up a watercourse in the grading and filling of certain streets.²⁴

of water upon the lands has been "materially and unduly" increased thereby. *Walters v. Marshalltown*, 145 Ia. 457, 120 N. W. 1046, 26 L. R. A. (N. S.) 199.

Obstruction in bed of stream, resulting in accelerated flow of water which was thrown with unnatural and great force against foundation of plaintiff's buildings. City held not liable, under particular facts. *Prime v. Yonkers*, 192 N. Y. 105, 84 N. E. 571, rev'g on this point, 102 N. Y. S. 118, 116 App. Div. 699.

22. *Crawford v. Rambo*, 44 Ohio St. 279, 282, 7 N. E. 429.

23. *Stanchfield v. Newton*, 142 Mass. 110, 7 N. E. 703; *Barkley v. Wilcox*, 86 N. Y. 140, 40 Am. Rep. 519; *Gibbs v. Williams*, 25 Kan. 214, 37 Am. Rep. 241; *Eulrich v. Richter*, 37 Wis. 226.

24. *Conniff v. San Francisco*, 67 Cal. 45, 7 Pac. 41; *Princeton v. Gleske*, 93 Ind. 102; *Rose v. St. Charles*, 49 Mo. 509; *Beatrice v.*

Leary, 45 Neb. 149, 63 N. W. 370, 50 Am. St. Rep. 546.

Where a city in grading its streets erects an embankment without a culvert or waterway, so as to obstruct the flow of a watercourse having a well defined channel, it will be liable. *Los Angeles Cem. Ass'n, v. Los Angeles*, 103 Cal. 461, 37 Pac. 375.

In approving and applying this doctrine it is said: "In making the culvert in the present case it was the duty of the defendant, absolute and imperative, to so make the culvert as not to obstruct the water of the running stream, to the injury of others. As to that duty the defendant had no discretion. The defendant did not have to build a culvert at all, but in building a culvert, when it was determined to build one, the defendant had to build one in accordance with the requirement named, i. e., so as not to obstruct the water of the

Likewise, if a highway is constructed over a stream, by a bridge or culvert, the municipality is liable if the ministerial duty of constructing sufficient ways under the road or bridge to allow the water to pass under, is neglected or improperly performed, to the special damage of the complaining party;²⁵ but if the bridge is sufficient, except in case of extraordinary freshets, there is no liability.²⁶

§ 2703. Same—culverts.

Where a municipal corporation constructs a culvert for the passage of the waters of a watercourse or natural drain, it will be liable for damage caused by the escape of water therefrom to adjacent lands due to a negligent construction of the culvert,²⁷ or its inadequacy (according to the rule in many states) to carry away water ordinarily coming into it,²⁸ or for failure of the

stream, to the injury of others. The defendant had to build a sufficient culvert; the defendant had not the right in building a culvert to create a nuisance. Hence, the act of determining the dimensions of the culvert was a ministerial, and not a judicial act, and defendant was liable for all damages caused by the insufficiency of the said dimensions." Per Hall, J., in *Young v. Kansas City*, 27 Mo. App. 116.

25. *Stone v. Augusta*, 46 Me. 127; *Parker v. Lowell*, 11 Gray (Mass.), 353; *Krug v. St. Mary's*, 152 Pa. 30, 25 Atl. 162, 34 Am. St. Rep. 616; *Spelman v. Portage*, 41 Wis. 144.

See also *Wheeler v. Worcester*, 10 Allen (Mass.), 591.

§ 2703, *post*.

Narrowing a stream, in constructing a bridge, so as to cause damage in time of freshet, creates

municipal liability. *Perry v. Worcester*, 6 Gray (Mass.), 544, 66 Am. Dec. 431.

26. *Sprague v. Worcester*, 13 Gray (Mass.), 193.

27. *Ross v. Madison*, 1 Ind. 281, 48 Am. Dec. 361.

28. *Evansville v. Decker*, 84 Ind. 325, 43 Am. Rep. 86.

§ 2694, *ante*, shows there is a conflict as to effect of inadequacy of sewers.

If a culvert maintained by a city is not sufficient to pass all the water coming to it in an ordinary rainfall, and such a rainfall would have flooded and damaged plaintiff's property, the fact that the rainfall and consequent volume of water which flooded plaintiff's premises were larger than usual does not relieve the municipality from liability. *Richards v. Ann Arbor*, 152 Mich. 15, 115 N. W. 1047, 15 Det. Leg. N. 142.

municipality to remove obstructions therein;²⁹ and a culvert obstructing a watercourse, to the injury of riparian owners, is a nuisance, and damages are recoverable.³⁰

Where an insufficient culvert is constructed by the municipality and a private company, they are jointly and severally liable for injuries to property caused thereby.³¹ But the municipality is not liable for the insufficiency of a culvert under a highway constructed by a railroad company for its own use,³² or one acquired by a railroad company with the grant of a right of way over a street.³³

§ 2704. Same—rights of riparian owners.

In case of natural watercourses, riparian owners have certain rights which municipalities cannot interfere with, without becoming liable in damages, as already noted in the preceding section. Moreover, "it would seem that an *artificial watercourse* may be made under such circumstances as to confer all such rights as a riparian owner could have had in the case of a natural stream."³⁴ Owners of lands bordering on a stream have a legal right

Culvert need not be sufficient to carry away water from extraordinary storms. *Madison v. Ross*, 3 Ind. 236, 54 Am. Dec. 481; *Evansville v. Decker*, 84 Ind. 325, 43 Am. Rep. 86.

Construction of insufficient culvert is ministerial act for which municipality is liable. *Young v. Kansas City*, 27 Mo. App. 101. *Contra, under statute*, *Barber v. Scotland*, 34 N. Y. S. 968, 88 Hun, 522.

Municipality held not liable for the insufficiency of a culvert constructed by it, where it employed competent engineers to plan and construct same who exercised their honest judgment in the mat-

ter. *Taubert v. St. Paul*, 68 Minn. 519, 71 N. W. 664.

29. *Parker v. Lowell*, 11 Gray (Mass.), 353; *Volligny v. Stillwater Water Co.*, 73 Minn. 181, 75 N. W. 1132; *Haynes v. Burlington*, 38 Vt. 350.

30. *Martin v. St. Joseph*, 136 Mo. App. 316, 117 S. W. 94.

§ 2704, *post*.

31. *Kansas City v. Slangstrom*, 53 Kan. 431, 36 Pac. 706.

32. *Stackhouse v. Lafayette*, 26 Ind. 17, 89 Am. Dec. 450.

33. *Lauder v. Bath*, 85 Me. 141, 26 Atl. 1091.

34. *Weatherby v. Meiklejohn*, 56 Wis. 73, 13 N. W. 697. But see *Drew v. Westfield*, 124 Mass. 461.

to the natural flow of the waters of such stream,³⁵ and a municipal corporation will be liable for *diverting the waters* of a stream or water course and depriving lower riparian owners of the use thereof,³⁶ or for diverting water from a natural watercourse and causing it to flow upon private property, to its injury.³⁷

35. *Sumner v. Gloversville*, 71 N. Y. S. 1088, 35 Misc. Rep. 523; *New York v. Pine*, 185 U. S. 93, 22 Sup. Ct. 592, 46 L. Ed. 820.

"The power of a city to divert a stream passing through its limits from the natural course and to confine it to a narrower channel is undoubted, but in doing so it must use reasonable care to prevent injury to others." *Kansas City v. Slangstrom*, 53 Kan. 431, 36 Pac. 706.

36. *Kansas City v. Slangstrom*, 53 Kan. 431, 36 Pac. 706; *Pine v. New York*, 103 Fed. 337, *aff'd* in 112 Fed. 98, 50 C. C. A. 145, and *rev'd* on another point in 185 U. S. 93, 46 L. Ed. 820, 22 Sup. Ct. 592.

See also *Irvings Ex'rs v. Media*, 194 Pa. 648, 45 Atl. 482.

A city has no right to change the channel of a stream so as to divert the water from one side of the stream to the injury of riparian owners entitled to the use thereof, even though the water so diverted would abate a nuisance, especially when there is another practicable way of abating such nuisance without injury. *McKee v. Grand Rapids*, 137 Mich. 200, 100 N. W. 580, 11 Det. Leg. N. 259.

The diversion of water by a city from a stream at a point above a mill and discharging it

into the stream below the mill entitles the mill owner to damages for being deprived of the use of the natural flow of water; and in an action therefor the city is not entitled to an allowance by way of set off on account of the fact that water, wasted by the city's reservoirs, passed into the river above the mill. *Stevens v. Worcester*, 196 Mass. 45, 81 N. E. 907.

Waterworks system. A municipality is liable for diverting water of a natural stream from the land of another, in the operation of a waterworks system. *Fischer v. Clifton Springs*, 121 N. Y. S. 163, *aff'd* in 125 N. Y. S. 1119, 140 App. Div. 918; *Smith v. Brooklyn*, 160 N. Y. 357, 54 N. E. 787, 45 L. R. A. 664.

37. *Durkes v. Union*, 38 N. J. L. 21; *Field v. West Orange Tp.*, 46 N. J. Eq. 183, 2 Atl. 236; *Ordway v. Canisteo*, 21 N. Y. S. 835, 66 Hun, 569; *Byrnes v. Cohoes*, 67 N. Y. 204; *Noonan v. Albany*, 79 N. Y. 470, 35 Am. Rep. 540; *Butler v. Edgewater*, 6 N. Y. S. 174, 53 Hun, 633, *aff'd* in 134 N. Y. 594, 31 N. E. 628; *Barden v. Portage*, 79 Wis. 126, 48 N. W. 210.

Missouri. In an early Missouri case it was held that a municipal corporation was not liable for damage to property caused by the turning of water from a natural gully thereon in grading

Municipalities are liable for their acts in increasing³⁸

a street; the theory being that such damages are consequential and impose no liability on the municipality in the absence of negligence. *St. Louis v. Gurno*, 12 Mo. 414. But this is not now the rule in that state. *Thurston v. St. Joseph*, 51 Mo. 510, 11 Am. Rep. 463; *Barns v. Hannibal*, 71 Mo. 449. See also dissenting opinion in *St. Louis v. Gurno*, 12 Mo. 414.

Likewise, a city was held liable for damages caused by it in changing the channel of a natural stream under the authority of its charter to a width and depth insufficient to afford a passageway for the water of the stream equal in capacity to the old channel. *Imler v. Springfield*, 55 Mo. 119, where it was said, at page 126: "A liability would exist against a city for filling up or damming back a stream of running water, so that it would overflow its banks and flow upon the land of another; but a very different rule exists with reference to surface water." The doctrine of this case was approved and applied in *Barns v. Hannibal*, 71 Mo. 449, 451.

Extraordinary rains. Where a city diverts a stream from its natural channel and undertakes to convey the water by means of an artificial channel, it is bound to provide a channel large enough to carry off, not only the water caused by ordinary rainfalls, but also the floods caused by extraordinary rainfalls or cloud bursts which are known to have occurred in that locality on rare oc-

casions and which might reasonably be expected to occur again. *Willson v. Boise City*, 20 Ida. 133, 117 Pac. 115, 36 L. R. A. (N. S.) 1158. But a heavy rainfall or cloud burst causing floods unprecedented and so extraordinary as to have been beyond reasonable anticipation, and such as had not been known to occur in the locality, is an "act of God" and the municipality will not be liable for damages caused thereby. *Willson v. Boise City*, 20 Ida. 133, 117 Pac. 115, 36 L. R. A. (N. S.) 1158.

38. *McBride v. Akron*, 12 Ohio Cir. Ct. R. 610, 6 O. C. D. 739.

City is liable where it changes the natural course of a creek, thereby causing the water to flow along a public street so as to interfere with access to property abutting thereon. *Geurkink v. Petaluma*, 112 Cal. 306, 44 Pac. 570.

Municipality held liable for damage from a freshet caused by the narrowing of a stream. *Perry v. Worcester*, 6 Gray (Mass.), 544, 66 Am. Dec. 431.

Where a municipality raised the bank of a stream to protect its own property and thereby caused injury to an individual's property by overflow, which it did not exercise ordinary care to prevent, it was liable therefor. *Brown v. Ithica*, 132 N. Y. S. 1041, 148 App. Div. 477.

Dam, though constructed under legislative authority, where causing overflow of plaintiff's farm situated above the dam, is ground

- or diminishing³⁹ the natural flow or volume of water to the injury of owners of lands bordering thereon;⁴⁰ or for placing obstructions in streams so as to cause the water to flow upon the lands of owners to their injury.⁴¹ But a municipality is not liable for damages resulting from obstructions in a stream flowing through the municipality, not placed there by the municipality.⁴²

§ 2705. Same—use of streams by sewers.

Since a municipal corporation has the right to empty its sewers into a natural stream, it will not be liable for

of liability, where city is negligent in allowing obstructions to accumulate in the stream. *Baltimore v. Merryman*, 86 Md. 584, 39 Atl. 98.

Not insurer against unprecedented floods or cloud bursts. *Keithsburg v. Simpson*, 70 Ill. App. 467.

39. *Sparks Mfg. Co. v. Newton*, 60 N. J. Eq. 399, 45 Atl. 596; *Lonsdale Co. v. Woonsocket*, 25 R. I. 428, 56 Atl. 448 (city as riparian owner cannot diminish amount of water in stream for purpose of municipal water supply); *New Whatcom v. Fairhaven Land Co.*, 24 Wash. 493, 64 Pac. 735, 54 L. R. A. 190 (city as riparian owner cannot divert water for municipal purposes, as against lower riparian owner, without compensation).

City is liable for drawing the water from a brook by suction pumps for water supply. *Smith v. Brooklyn*, 46 N. Y. S. 141, 18 App. Div. 340.

In supplying water from a stream, to private persons the municipality is liable if it takes more than a reasonable share of

the water. *Canton v. Shock*, 66 Ohio St. 19, 63 N. E. 600, 58 L. R. A. 637, 90 Am. St. Rep. 557.

Where the diminution of water is small and inappreciable, the municipality will not be held liable therefor; the rule *damnum absque injuria* being applicable in such cases. "The necessity that municipalities be supplied with water, which can ordinarily only be obtained by taking it from some large stream or some tributary to it, makes it incumbent upon the courts to refuse to give damages for a mere technical injury." *Sumner v. Gloversville*, 71 N. Y. S. 1088, 35 Misc. Rep. 523.

40. Diversion of streams, see also § 1444, *ante*, vol. 4.

41. *Parker v. Lowell*, 11 Gray (Mass.), 353.

Obstruction outside city limits. A city will be liable for the flooding of land within its limits when caused by its obstruction of a stream, though the obstruction is outside the city limits. *Martin v. St. Joseph*, 136 Mo. App. 316, 117 S. W. 94.

42. *Maysville v. Brooks*, 145 Ky. 526, 140 S. W. 665.

the flooding of lands thereby unless it discharges more water into the stream than can be accommodated by it in its natural condition;⁴³ but where the discharge of drainage or sewage into a stream increases the volume of water in the stream to the damage of owners of lands bordering thereon, the municipality is liable.⁴⁴ Where a municipality uses a stream as an open sewer, it is bound to keep open the channel of the stream, and to remove accumulations of filth and refuse therein,⁴⁵ and it cannot acquire by prescription the right to relieve it-

§ 2701, *ante*.

Mere failure to compel restoration of stream to its natural channel is not a ratification of diversion by third person. *Allebraud v. Duquesne*, 11 Pa. Super. Ct. 218.

43. *Smith v. Auburn*, 84 N. Y. S. 725, 88 App. Div. 396; *Penfield v. New York*, 101 N. Y. S. 442, 115 App. Div. 502.

But see *Bloomington v. Costello*, 65 Ill. App. 407; *Wheeler v. Worcester*, 10 Allen (Mass.), 591, 603.

A city using a stream as an outlet for its sewers is not liable for damage to property owners caused by an extraordinary freshet on the ground that it contributed to it by discharging its sewage into the stream. *O'Donnell v. Syracuse*, 184 N. Y. 1, 76 N. E. 738, 3 L. R. A. (N. S.) 1053, 112 Am. St. Rep. 558.

44. *Bloomington v. Costello*, 65 Ill. App. 407; *O'Brien v. St. Paul*, 18 Minn. 176; *Noonan v. Albany*, 79 N. Y. 470, 35 Am. Rep. 540.

Where a municipal sewer emptying into a water course causes a body of water to flow upon private lands greater than the natural drainage and flow through

the water course, the construction and maintenance of such sewer is *prima facie* wrongful and is a nuisance for which the municipality is liable. *O'Brien v. St. Paul*, 18 Minn. 176.

Municipality held liable for overflowing of pond caused by diversion of drainage water therein. *Daley v. Watertown*, 192 Mass. 116, 78 N. E. 143.

But the fact that a city empties its sewer into a stream will not render it liable for damage caused by the flooding of lands thereon where the land owner unduly narrowed and obstructed the stream. *Smith v. Auburn*, 34 N. Y. S. 725, 88 App. Div. 396.

45. *Bloomington v. Costello*, 65 Ill. App. 407; *Owens v. Lancaster*, 182 Pa. 257, 37 Atl. 858.

Stream used as sewer. Municipality will be liable for damage caused by its failure to remove obstructions in a stream used by it as an open sewer. *Blizzard v. Danville*, 175 Pa. 479, 34 Atl. 846; *Glasgow v. Altoona*, 27 Pa. Super. Ct. 55; *Owens v. Lancaster*, 182 Pa. 257, 37 Atl. 858, 193 Pa. 436, 44 Atl. 559.

self of its duty to do so.⁴⁶ However, if a culvert inclosing a diverted stream is not used by the city for sewage, but an abutter connects with it, unbeknown to the city, the city is not liable where the water backs up into said abutter's cellar, by reason of obstructions in the culvert.⁴⁷

§ 2706. Same—discharge of sewage into—polluting streams.

A municipality may discharge its sewers into watercourses,⁴⁸ and since the maintenance of a sewer system by a municipal corporation is for the public benefit, the municipality will not be liable for discharging its sewage into a stream if no nuisance is thereby created.⁴⁹ Where, however, the discharge of sewage into waters creates a *nuisance*, the municipality is generally liable.

In some jurisdictions, however, it is held that inasmuch as the construction of sewers and outlets is sanctioned by law, and because what the law grants will not constitute a nuisance *per se*, a municipal corporation will not be liable for the fouling of a stream resulting from its discharge of sewage therein, in the absence of negligence or unskillfulness in the construction of the sewer;⁵⁰ but this is denied in most states, on the theory that the statutes, even if expressly authorizing the deposit of sewage in a natural stream or lake, do not authorize the creation of a nuisance.⁵¹

46. *Owens v. Lancaster*, 182 Pa. 257, 37 Atl. 858; *Bloomington v. Costello*, 65 Ill. App. 407.

Prescriptive right to pollute waters of stream, § 1441, *ante*, vol. 4.

47. *Levasseur v. Berlin*, 75 N. H. 146, 71 Atl. 628.

48. § 1445, *ante*, vol. 4.

49. *Metz v. Asheville*, 150 N. C. 748, 64 S. E. 881, 22 L. R. A. (N. S.) 940.

A municipal corporation may

discharge sewage and drainage into a stream, provided it does not thereby create a nuisance or cast its sewage on the lands of lower owners. *Crane v. Roselle*, 236 Ill. 97, 86 N. E. 181.

50. *Valparaiso v. Hagen*, 153 Ind. 337, 54 N. E. 1062, 48 L. R. A. 707, 74 Am. St. Rep. 305; *Richmond v. Test*, 18 Ind. App. 482, 48 N. E. 610.

51. *Kansas. State v. Concordia*, 78 Kan. 250, 96 Pac. 487, re-

In some other cases, not supported by reason or other authority, it has been held that in locating sewers and their outlets the municipal authorities act judicially and that a municipality is therefore not liable for polluting the waters of a stream, where the injury is not due to negligence or unskillfulness in the construction of the sewer.⁵²

The *general rule*, however, is that if a *nuisance* is created, the municipality is liable,⁵³ subject to certain

viewing authorities at length.

Massachusetts. Brayton v. Fall River, 113 Mass. 218, 18 Am. Rep. 470. See Haskell v. New Bedford, 108 Mass. 208. Compare Merrifield v. Worcester, 110 Mass. 216, 14 Am. Rep. 592.

New Jersey. Beach v. Sterling Iron, etc. Co., 54 N. J. Eq. 65, 33 Atl. 286, criticizing Merrifield v. Worcester, 110 Mass. 216. But see Simmons ex rel. v. Paterson, 60 N. J. Eq. 385, 45 Atl. 995, 48 L. R. A. 642, 83 Am. St. Rep. 642; Sayre v. Newark, 60 N. J. Eq. 361, 45 Atl. 985, 48 L. R. A. 722, 83 Am. St. Rep. 629.

New York. Sammons v. Gloversville, 175 N. Y. 346, 67 N. E. 622; Hooker v. Rochester, 37 Hun (N. Y.), 181, aff'd in 107 N. Y. 676, 14 N. E. 610; Butler v. White Plains, 69 N. Y. S. 193, 59 App. Div. 30.

Texas. Donovan v. Royal, 26 Tex. Civ. App. 248, 63 S. W. 1054.

Wisconsin. Winchell v. Waukesha, 110 Wis. 101, 85 N. W. 668, 84 Am. St. Rep. 902.

United States. Carmichael v. Texarkana, 94 Fed. 561.

England. Attorney General v. Leeds Corp., 5 L. R. Ch. 583, 594.

"When the legislature authorizes a city or town to construct sewers or to use a natural stream as a

sewer, it is not to be assumed that it intends to authorize the city or town so to construct its sewers, or so to use the stream as to create a nuisance unless this is the necessary result of the powers granted." Morse v. Worcester, 139 Mass. 389, 2 N. E. 694.

A statute authorizing cities to connect sewers with rivers, creeks and ravines as outlets does not authorize the commission of a nuisance in so doing. State v. Concordia, 78 Kan. 250, 96 Pac. 487.

52. Attwood v. Bangor, 83 Me. 582, 22 Atl. 466; Merrifield v. Worcester, 110 Mass. 216, 14 Am. Rep. 592.

53. No defense, that the construction and operation of sewers is a governmental duty. San Antonio v. Pizzini (Tex. Civ. App. 1900), 58 S. W. 635; San Antonio v. Diaz (Tex. Civ. App. 1901), 62 S. W. 549.

Construction of sewer at expense of property owners is no defense to an action against the municipality for fouling the waters of a stream by discharging its sewage therein. Stoddard v. Saratoga Springs, 4 N. Y. S. 745, 52 Hun, 610, aff'd in 127 N. Y. 261, 27 N. E. 1030.

exceptions as to the right to pollute as acquired by *prescription*; ⁵⁴ and this applies equally well whether the sewage is discharged into a running stream, an abandoned channel of a river, ⁵⁵ an artificial *canal*, ⁵⁶ or a *pond*. ⁵⁷ Furthermore, a municipality is liable where the discharge impedes, or causes an *obstruction to navigation*. ⁵⁸ And, in a proper case, the polluting waters by discharging sewage therein may be prevented by *injunction*. ⁵⁹ But where the statute authorizing the construction of sewers provides for the payment of damages to persons whose property shall be injured thereby, it is held that an action in tort against the municipality for the pollution of a stream will not lie; the proper remedy being by *proceedings under the statute*. ⁶⁰

The nuisance may consist in (1) the *pollution of the waters*, to the injury of a riparian owner. ⁶¹ However,

54. § 1441, *ante*, vol. 4.

The right to pollute a stream to a greater extent than is permissible of common right may be acquired by prescription. *Masonic Temple v. Harris*, 79 Me. 250, 9 Atl. 737; *Nolan v. New Britain*, 69 Conn. 668, 38 Atl. 703.

A municipal corporation cannot acquire by prescription the right to create a nuisance by discharging sewage into a stream as against the right of the state to prohibit it from doing so. *Miles v. State Board of Health*, 39 Mont. 405, 102 Pac. 696.

55. See *State v. Concordia*, 78 Kan. 250, 96 Pac. 487.

56. *Boston Rolling Mills v. Cambridge*, 117 Mass. 396; *Merrimack River Locks v. Lowell*, 7 Gray (Mass.), 223.

57. *Vale Mills v. Nashua*, 63 N. H. 136; *Schrivver v. Johnstown*, 24 N. Y. S. 1083, 71 Hun (N. Y.), 232, *aff'd* without opinion in 148 N. Y. 758, 43 N. E. 989.

58. *Indiana*. *Peck v. Michigan City*, 149 Ind. 670, 49 N. E. 800.

Maine. *Franklin Wharf Co. v. Portland*, 67 Me. 46, 24 Am. Rep. 1.

Massachusetts. *Brayton v. Fall River*, 113 Mass. 218, 18 Am. Rep. 470; *Haskell v. New Bedford*, 108 Mass. 208.

New York. *Sleight v. Kingston*, 11 Hun (N. Y.), 594.

Pennsylvania. *Butchers Ice & Coal Co. v. Philadelphia*, 156 Pa. 54, 27 Atl. 376.

59. § 1446, *ante*, vol. 4.

60. *Matheny v. Aiken*, 68 S. C. 163, 47 S. E. 56.

61. *Alabama*. *Birmingham v. Land*, 137 Ala. 538, 34 So. 613; *Birmingham v. Durham*, 139 Ala. 662, 35 So. 1024.

California. *Peterson v. Santa Rosa*, 119 Cal. 387, 51 Pac. 557.

Connecticut. *Waterbury v. Platt*, 76 Conn. 435, 56 Atl. 856; *Platt v. Waterbury*, 72 Conn. 531, 45 Atl. 154, 48 L. R. A. 691, 77 Am. St. Rep. 335; *Watson v. New*

“the proprietor of land through which a stream flows cannot insist that water shall come to him in the *natural*

Milford, 72 Conn. 561, 45 Atl. 167; Nolan v. New Britain, 69 Conn. 668, 38 Atl. 703.

Illinois. Jacksonville v. Doan, 145 Ill. 23, 33 N. E. 878; Robb v. La Grange, 158 Ill. 21, 42 N. E. 77; Kewanee v. Otley, 204 Ill. 402, 68 N. E. 388.

Iowa. Bennett v. Marion, 119 Ia. 473, 93 N. W. 558; Hollenbeck v. Marion, 116 Ia. 69, 89 N. W. 210.

Kentucky. See also Georgetown v. Kelly (Ky.), 123 S. W. 251.

Massachusetts. Compare, as to effect of statutes, Harrington v. Worcester, 186 Mass. 594, 72 N. E. 326; Morse v. Worcester, 139 Mass. 389, 2 N. E. 694.

Missouri. Smith v. Sedalia, 152 Mo. 283, 53 S. W. 907, 182 Mo. 1, 81 S. W. 165; Joplin Consol. Min. Co. v. Joplin, 124 Mo. 129, 27 S. W. 406; Kellogg v. Kirksville, 132 Mo. App. 519, 112 S. W. 296; Foncannon v. Kirksville, 88 Mo. App. 279.

Nebraska. Todd v. York (Neb. 1912), 92 N. W. 1040.

New Hampshire. Vale Mills v. Nashua, 63 N. H. 136.

New Jersey. Doremus v. Paterson, 63 N. J. Eq. 605, 52 Atl. 1107, 65 N. J. Eq. 711, 55 Atl. 304; Grey v. Paterson, 58 N. J. Eq. 1, 42 Atl. 749, 60 N. J. Eq. 385.

New York. Sammons v. Gloversville, 175 N. Y. 346, 67 N. E. 622; Hooker v. Rochester, 37 Hun, 181; Chapman v. Rochester, 110 N. Y. 273, 18 N. E. 88, 1 L. R. A. 296, 6 Am. St. Rep. 366; Lewatsch v.

Kingston, 124 N. Y. S. 578, 68 Misc. Rep. 236.

Ohio. Mansfield v. Bristol, 76 Ohio St. 270, 81 N. E. 631, 10 L. R. A. (N. S.) 806. Compare Mansfield v. Balliett, 65 Ohio St. 451, 63 N. E. 86, 58 L. R. A. 628.

Oklahoma. Colbert v. Ardmore, 31 Okl. 537, 122 Pac. 508; Markwardt v. Guthrie, 18 Okl. 32, 90 Pac. 26, 9 L. R. A. (N. S.) 1150.

Pennsylvania. Good v. Altoona, 162 Pa. 493, 29 Atl. 741, 42 Am. St. Rep. 833.

Pollution. Is liable to the same extent as an individual for polluting the waters of a stream by depositing sewage therein. Little v. Lenoir, 151 N. C. 415, 66 S. E. 337.

In one case the city of Rochester, New York, constructed certain sewers, and through them, discharged, not only surface water, but the sewage from houses, and the contents from a large number of water closets, in Thomas Creek, above plaintiff's lands, so as to render its water unfit for use, and covered its banks with filthy and unwholesome sediment. “These and other facts,” said the court, “well warranted the conclusion of the trial court that the act of the defendant in thus emptying its sewers constituted an offensive and dangerous nuisance. The filth of the city does not flow naturally to the lands of the plaintiff, as surface water finds its level, but is carried thither by artificial arrangements prepared by the city, and for which it is

pure state. He must submit, and that, too, without compensation, to the reasonable use of it by the upper proprietors; and he must submit to the natural wash and drainage coming from towns and cities.”⁶² And in some states a distinction between “pollution” and “harmful pollution” has been recognized.⁶³

responsible. The case comes within the general rule which gives to a person injured by the pollution of air or water, to the use of which, in its natural condition, he is entitled, an action against the party, whether it be a natural person or a corporation who causes the pollution.” *Chapman v. Rochester*, 110 N. Y. 273, 18 N. E. 88, 1 L. R. A. 296, 6 Am. St. Rep. 366.

“The pollution of the water by artificial drainage, which causes sewage to flow into a stream, spring, or well, whether done by a municipal corporation or an individual, constitutes a nuisance which entitles the owner to damages therefor; the rule being that a municipal corporation has no more right to injure the waters of a stream or the premises of an individual than a natural person.” 1 Wood, Nuisances (3rd Ed.), §§ 427, 579.

Ultra vires act. But a city is not liable for the creation of a nuisance caused by operating a rock quarry outside of the city limits, causing the pollution of water to the damage of one living below the quarry, where the city has no power under its charter to operate such quarry. *Duncan v. Lynchburg (Va.)*, 34 S. E. 964, 48 L. R. A. 331. But see *Stoddard v. Saratoga Springs*, 4

N. Y. S. 745, 52 Hun, 610, *aff'd* in 127 N. Y. 261, 27 N. E. 1030.

Estoppel to complain. Fact that plaintiff had made connections with the sewer, where required by ordinance affixing a penalty for failure to do so, does not bar an action, nor does mere acquiescence in the construction of the sewer. *Donovan v. Royal*, 26 Tex. Civ. App. 248, 63 S. W. 1054.

Nuisance a continuing one. A nuisance created by a municipality in discharging sewage into a stream is a continuing rather than a permanent one and a judgment at law is held to afford compensation only for the injury sustained at the time the judgment is rendered and subsequent actions may be maintained for a continuance of the nuisance. *Kewanee v. Otley*, 204 Ill. 402, 68 N. E. 388.

Who may sue. A right of action against a municipal corporation for polluting the water of a stream with sewage is not confined to riparian owners but extends to other land owners near enough to the stream to be injuriously affected thereby. *Schoen v. Kansas City*, 65 Mo. App. 134.

62. Per Chief Justice Black in *Joplin C. M. Co. v. Joplin*, 124 Mo. 129, 135, 27 S. W. 406.

63. The pollution of a stream

The nuisance may also consist of (2) the pollution of the air by creating noxious *odors*,⁶⁴ or (3) the deposit of *filth on the banks* of the stream or pond.⁶⁵

Some decisions holding municipalities liable for the harmful pollution of waters of a stream proceed on the theory that it constitutes a *taking of private property* which the legislature cannot authorize except upon just compensation to riparian owners injured thereby.⁶⁶

A municipality cannot escape liability for a nuisance

may be entirely different from a harmful pollution of it. Pollution may consist of inconsiderable quantities of mineral substances. *Doremus v. Paterson* (N. J. Eq. 1908), 69 Atl. 225, valuable discussion of what is harmful pollution.

In Michigan, it would seem that the fact that sewage makes the water of a stream unfit for man or beast to drink is not such a pollution as warrants a recovery of damages. *Dicta in Phillips v. Armada*, 155 Mich. 260, 118 N. W. 941.

64. *Alabama*. *Birmingham v. Land*, 137 Ala. 538, 34 So. 613.

Illinois. *Jacksonville v. Doan*, 145 Ill. 23, 33 N. E. 878.

New York. *Butler v. White Plains*, 69 N. Y. S. 193, 59 App. Div. 30; *Moody v. Saratoga Springs*, 45 N. Y. S. 365, 17 App. Div. 207.

Oklahoma. *Colbert v. Ardmore*, 31 Okla. 537, 122 Pac. 508.

Pennsylvania. *Owens v. Lancaster*, 182 Pa. 257, 37 Atl. 858.

Wisconsin. *Winchell v. Waukesha*, 110 Wis. 101, 85 N. W. 668, 84 Am. St. Rep. 902.

65. *Chapman v. Rochester*, 110 N. Y. 273, 18 N. E. 88, 1 L. R. A.

296, 6 Am. St. Rep. 366; *Owens v. Lancaster*, 182 Pa. 257, 37 Atl. 858.

66. *Connecticut*. *Nolan v. New Britain*, 69 Conn. 668, 38 Atl. 703.

Mississippi. *Thompson v. Winona*, 96 Miss. 591, 596, 51 So. 129.

New Jersey. *Grey ex rel. v. Paterson*, 60 N. J. Eq. 385, 45 Atl. 995, 48 L. R. A. 717, 83 Am. St. Rep. 642.

New York. *Huffmire v. Brooklyn*, 162 N. Y. 584, 57 N. E. 176, 48 L. R. A. 421; *Moody v. Saratoga Springs*, 45 N. Y. S. 365, 17 App. Div. 207, *aff'd* in 163 N. Y. 581, 57 N. E. 1118; *Sammons v. Gloversville*, 70 N. Y. S. 284, 34 Misc. Rep. 459.

Ohio. *Mansfield v. Balliett*, 65 Ohio St. 451, 63 N. E. 86, 58 L. R. A. 628.

Texas. *New Odorless Sewerage Co. v. Wisdom*, 30 Tex. Civ. App. 224, 70 S. W. 354.

The fact that sewers are necessary and are required by statute to follow the natural course of drainage, does not justify the discharge of sewage to the damage of a riparian proprietor without just compensation. *Smith v. Sedalia*, 152 Mo. 283, 53 S. W. 907, 48 L. R. A. 711.

created by it in discharging sewage into a stream on the plea that others also contributed to the nuisance,⁶⁷ unless the other person is the complaining party.⁶⁸ So it is no defense that the municipality might have condemned the land injured, where in fact it has not done so.⁶⁹ And the fact that sewage is discharged some distance from a watercourse is immaterial where it is deposited near a creek which flows into such watercourse, and down which the sewage is carried.⁷⁰

The court cannot deduct from the damages a sum representing such injury as would have been inflicted by the city had it been entirely without sewers.⁷¹

§ 2707. Surface water.

Surface water must be distinguished from water flowing in a channel.⁷² The rights and duties of a municipality are often different in the one case from the other, as already stated and as will be hereafter noticed. There is no duty to construct sewers to take care of surface water,⁷³ and it follows that ordinarily the failure to protect citizens from surface water is not actionable.⁷⁴ But

67. *Watson v. New Milford*, 72 Conn. 561, 45 Atl. 167; *Morgan v. Danbury*, 67 Conn. 484, 35 Atl. 499; *Kewanee v. Otley*, 204 Ill. 402, 68 N. E. 388; *Mansfield v. Hunt*, 10 Ohio Cir. Dec. 567.

Apportionment of liability. Where the pollution of a stream is caused by both the municipality and others not acting in concert with the municipality, the municipality will be held liable only for the *quantum* of pollution caused by itself. *Standard Bag & Paper Co. v. Cleveland*. 25 Ohio Cir. Ct. R. 380.

68. Where person complaining of the pollution of a stream by a municipality, himself contributed thereto by placing obstructions in

the stream, he cannot recover damages from the municipality. *Jacksonville v. Doan*, 145 Ill. 23, 33 N. E. 878, aff'g 48 Ill. App. 247.

69. *Birmingham v. Land*, 137 Ala. 538, 34 So. 613.

70. *San Antonio v. Pizzini* (Tex. Civ. App. 1900), 58 S. W. 635.

71. *Doremus v. Paterson*, 73 N. J. Eq. 474, 488, 69 Atl. 225.

72. § 2702, *ante*.

See § 2002, *ante*, vol. 4.

73. § 2691, *ante*.

74. A municipality is not liable for damages caused solely by the flooding of a cellar from the natural flow of water over a street during an excessive rainfall.

if sewers are constructed and damages result from negligence in their construction, or the failure to repair or remove obstructions,⁷⁵ or from the inadequacy of the sewer to take care of ordinary amounts of surface water,⁷⁶ the municipality is ordinarily liable.

§ 2708. Same—liability for injuries from public improvements.

It has been well said that as to “the old, yet ever new, question of the liability of a city or municipal corporation for damming up or otherwise obstructing the flow of surface water to the injury and damage of abutting property, especially where that property is below the established grade,” there is “a *hopeless conflict in the cases.*”⁷⁷ In some states, however, where prevails the common law rule that as to surface water pure and simple there is no such thing as dominant and servient estates, it is pretty generally held that, inasmuch as surface water is a common enemy, a municipality, in making public improvements, is not liable, in the absence of negligence, where it obstructs or impedes the flow of surface water, thereby causing it to collect on abutting property, unless made so by constitutional provision or statute. In other states, where the civil law rule governs, the municipality is held liable.⁷⁸

Punsky v. New York, 114 N. Y. S. 66, 129 App. Div. 558, 660.

§ 1442, *ante*, vol. 4.

75. § 2695, *ante*.

76. But as to this the authorities are conflicting. § 2694, *ante*.

77. Hume v. Des Moines, 146 Ia. 624, 628, 125 N. W. 846, 29 L. R. A. (N. S.) 126.

78. Bowman v. New Orleans, 27 La Ann. 501, statute reiterates rule.

The civil law rule is expressed in the Code of Napoleon, § 640, thus: “The owner of the lower

ground is bound to receive from the higher ground the water which naturally flows down without the human hand contributing to its course. The owner of the lower ground is not permitted to make a dike to prevent such flowing. The owner of the higher ground can do nothing to aggravate the servitude or easement of the lower owner.”

But in California an exception is made as to cities and towns, holding them not liable for casting surface water on adjacent

The differences between the so-called civil law rule and the so-called "common enemy" common law rule, have resulted in much confusion, and it is not at all clear in just what states the civil law rule of liability exists, so far as liability of municipalities is concerned.⁷⁹ This question is too large a one to be considered exhaustively in a treatise on municipal corporations. Back of it all are the variant rules governing surface waters in the particular state, without regard to municipalities, as to which reference should be made to standard works on the law of waters.⁸⁰ And furthermore, a careful study of the decisions in one's own state is necessary to determine the precise rule which governs in that particular state, there being more or less variations of the rule, in particular states, and at the same time more or less conflicting cases, oftentimes, in the same state in regard to surface waters.⁸¹

Suffice it to state, in this connection that, where there is no constitutional or statutory provision involved, and there is no negligence, and the water is not *cast in a body* on lands of another,⁸² although the precise rule is difficult to ascertain in some states,⁸³ yet *the general rule*

lots in the construction of street or other improvements. "The doctrine of the civil law, in reference to a servitude in the lower tenement in favor of the upper or dominant tenement for the flow of surface water, has no application to lots held in cities and towns, where changes and alterations in the surface are essential to the enjoyment of such lots, and this rule has been very generally adopted in this country." *Los Angeles Cem. Ass'n v. Los Angeles*, 103 Cal. 461, 467, 37 Pac. 375; *Corcoran v. Benicia*, 96 Cal. 1, 30 Pac. 798, 31 Am. St. Rep. 171.

79. See Farnham, *Waters and Water Rights*, vol. 3, § 889.

80. Gould, *Waters; Farnham, Waters and Water Courses*.

81. See extensive note in 65 L. R. A. 271.

City not liable where it discharged surface water, by means of gutter openings, into a river, for damages resulting from the accelerated flow of the river because thereof, in time of violent storm. *Prime v. Yonkers*, 192 N. Y. 105, 84 N. E. 571, rev'g on other grounds 102 N. Y. S. 118, 116 App. Div. 699.

82. § 2002, *ante*, vol. 4; § 2711, *post*.

83. In Minnesota, it is held that it is the duty of a municipality to take care of accumulated

is that municipalities are not liable for *consequential injuries* from public improvements, causing surface water to flow upon adjacent private property or preventing it from flowing off such property.⁸⁴ Especially is

surface waters, caused by public improvements, if "reasonably practicable." *O'Brien v. St. Paul*, 25 Minn. 331, 33 Am. Rep. 470, followed in *Schuett v. Stillwater*, 80 Minn. 287, 83 N. W. 180.

In Alabama, in *Eufaula v. Simmons*, 86 Ala. 515, 6 So. 47, liability for consequential injuries was recognized. This case was approved in *Arndt v. Cullman*, 132 Ala. 540, 31 So. 478, 90 Am. St. Rep. 922.

Michigan, rule in, see *Rice v. Flint*, 67 Mich. 401, 34 N. W. 719; *Defer v. Detroit*, 67 Mich. 346, 34 N. W. 680; *Morley v. Buchanan*, 124 Mich. 128, 82 N. W. 802.

84. *California*. *Corcoran v. Benicia*, 96 Cal. 1, 30 Pac. 798, 31 Am. St. Rep. 171; *Lampe v. San Francisco*, 124 Cal. 546, 57 Pac. 461.

Connecticut. *Salzman v. New Haven*, 81 Conn. 389, 392, 71 Atl. 500; *Downs v. Ansonia*, 73 Conn. 33, 46 Atl. 243.

Delaware. *Benson v. Wilmington*, 9 Houst. (Del.) 359, 32 Atl. 1047; *Clark v. Wilmington*, 5 Har. (Del.) 243.

Georgia. See *Phinizy v. Augusta*, 47 Ga. 260; *Roll v. Augusta*, 34 Ga. 326. But see *Maguire v. Cartersville*, 76 Ga. 84.

Indiana. *Valparaiso v. Spaeth*, 166 Ind. 14, 20, 74 N. E. 518; *Evansville v. Decker*, 84 Ind. 325, 43 Am. Rep. 86; *Stein v. Lafayette*, 6 Ind. App. 414, 33 N. E. 912;

Hirth v. Indianapolis, 18 Ind. App. 673, 48 N. E. 876.

Massachusetts. *Daley v. Watertown*, 192 Mass. 116, 78 N. E. 143 (must not cause unreasonable damage); *Dickinson v. Worcester*, 7 Allen (Mass.) 19; *Flagg v. Worcester*, 13 Gray (Mass.), 601.

Minnesota. See *Henderson v. Minneapolis*, 32 Minn. 319, 20 N. W. 322; *O'Neill v. St. Paul*, 104 Minn. 491, 116 N. W. 1114.

Mississippi. *Chidsey v. Pascagoula* (Mass. 1912), 59 So. 879.

Missouri. *Payne v. Kansas City, St. J. & C. B. R. Co.*, 112 Mo. 6, 20 S. W. 322, 17 L. R. A. 628; *Foster v. St. Louis*, 71 Mo. 157, aff'g 4 Mo. App. 564; *Rychlicki v. St. Louis*, 98 Mo. 497, 11 S. W. 1001, 4 L. R. A. 594, 14 Am. St. Rep. 651; *Stewart v. Clinton*, 79 Mo. 603.

New Jersey. *Bowlsby v. Speer*, 31 N. J. L. 351, 86 Am. Dec. 216; *Durkes v. Union*, 38 N. J. L. 21; *Miller v. Morristown*, 47 N. J. Eq. 62, 20 Atl. 61.

New York. *Wilson v. New York*, 1 Denio, 595, 43 Am. Dec. 719; *Lynch v. New York*, 76 N. Y. 60, 32 Am. Rep. 271; *Punsky v. New York*, 114 N. Y. S. 66, 129 App. Div. 558; *Jung v. New York*, 116 N. Y. S. 368, 132 App. Div. 18.

Rhode Island. See *Murray v. Allen*, 20 R. I. 263, 38 Atl. 497; *O'Donnell v. White*, 24 R. I. 483, 53 Atl. 633; *Wakefield v. Newell*, 12 R. I. 75, 34 Am. Rep. 598.

this true, according to the general rule, where the grading of a street causes the abutting lands to be below the level of the street.⁸⁵ *A fortiori*, a municipality is not

Texas. Wallace v. Dallas, 2 Posey Unrep. Cas. (Tex.) 424.

Vermont. Chatfield v. Wilson, 28 Vt. 49.

West Virginia. Jordan v. Benwood, 42 W. Va. 312, 26 S. E. 266, 36 L. R. A. 519, 57 Am. St. Rep. 859.

Wisconsin. Waters v. Bay View, 61 Wis. 642, 21 N. W. 811; Harp v. Baraboo, 101 Wis. 368, 77 N. W. 744; Pettigrew v. Evansville, 25 Wis. 223, 3 Am. Rep. 50; Hoyt v. Hudson, 27 Wis. 656, 9 Am. Rep. 473.

Gould, Waters (3rd Ed.), § 269, *et seq.*

Surface water. "A municipal corporation is entitled to exercise dominion over the public highways, and is not liable for so exercising this right as to change or divert the flow of surface water." Weis v. Madison, 75 Ind. 241, 39 Am. Rep. 135, 146.

Where abutter permitted to lay a drain pipe across a street, to drain his lands, city not liable where it destroys pipe in putting in a sewerage system in the street. Ivey Bros. v. Macon, 102 Ga. 141, 29 S. E. 151.

General rule not applicable where conduit laid to drain a large body of land mostly in private ownership. Westcott v. Boston, 186 Mass. 540, 542, 72 N. E. 89.

Public improvements, liability for consequential damages in general, § 1968, *ante*, vol. 4; surface water, § 2002, *ante*, vol. 4.

85. *Arkansas.* Little Rock v.

Willis, 27 Ark. 572.

California. Corcoran v. Benicia, 96 Cal. 1, 30 Pac. 798, 31 Am. St. Rep. 171.

Delaware. Clark v. Wilmington, 5 Harr. (Del.) 243; Magarity v. Wilmington, 5 Houst. (Del.) 530.

District of Columbia. Herring v. District of Columbia, 3 Mackey (D. C.) 572.

Indiana. Weis v. Madison, 75 Ind. 241, 39 Am. Rep. 135.

Iowa. Creal v. Keokuk, 4 Greene (Ia.) 47.

Minnesota. Alden v. Minneapolis, 24 Minn. 254; Lee v. Minneapolis, 22 Minn. 13.

Missouri. Foster v. St. Louis, 4 Mo. App. 564, *aff'd* in 71 Mo. 157.

Nebraska. Kearney v. Theman-son, 48 Neb. 74, 66 N. W. 996.

New Jersey. West Orange Tp. v. Field, 37 N. J. Eq. 600, 45 Am. Rep. 670.

New York. Lynch v. New York, 76 N. Y. 60, 32 Am. Rep. 271; Miles v. Brooklyn, 90 N. Y. S. 702, 98 App. Div. 195; Hentz v. Mount Vernon, 79 N. Y. S. 774, 78 App. Div. 515; Carll v. Northport, 42 N. Y. S. 576, 11 App. Div. 120.

Wisconsin. Champion v. Cran-don, 84 Wis. 405, 54 N. W. 775, 19 L. R. A. 856.

"The collection of water on lots which are below the grades of new streets is inevitable, and, *excepting the case of a running stream*, the city would have no power, and it is not legally

liable to a property owner for the increased flow of surface water over or onto his property, arising wholly from the changes in the character of the surface produced by the opening of streets, building of houses, etc., in the *ordinary and regular course of the expansion of the municipality*.⁸⁶

In *Illinois*, however, this general rule is not followed or is at least materially modified;⁸⁷ and the rule in

bound, to draw off the water. * * * The nuisance is not in the street, but on the lot and the remedy is by raising the lot to a level with the street, which the city is not bound to do." *Corcoran v. Benicia*, 96 Cal. 1, 30 Pac. 798, 31 Am. St. Rep. 171.

City liable for *unlawfully* raising grade of a street causing surface water to be cast upon abutting property. *Addy v. Janesville*, 70 Wis. 401, 35 N. W. 931.

86. *Strauss v. Allentown*, 215 Pa. 96, 63 Atl. 1073, 7 Am. & Eng. Ann. Cas. 686.

87. In *Illinois*, in 1866, it was held that "a city may elevate or depress its streets, as it thinks proper, but if, in so doing it turns a stream of mud and water upon the grounds and into the cellars of one of its citizens, or creates in his neighborhood a stagnant pond that brings disease upon his household," the city is liable. *Nevins v. Peoria*, 41 Ill. 502, 510, 89 Am. Dec. 392. This decision was approved in *Aurora v. Gillett*, 56 Ill. 132, 137. It was afterwards cited as authority for holding that where a city, through its proper officer, fixes the grade of a street, and property owners improve the street under the di-

rection of the officer, and the improvement of the street is so made that water from rains and melting snows runs to and discharges itself over a lot owned by an individual, the city is liable for damages. *Aurora v. Reed*, 57 Ill. 29, 11 Am. Rep. 1. It was further followed in 1872 by holding that where a building was above grade so that the gutters carried off all the surface water, before the grade was changed, but thereafter the water ran over the sidewalk and into plaintiff's cellar, which might have been prevented by proper sewerage, the city was liable. *Dixon v. Baker*, 65 Ill. 518, 16 Am. Rep. 591. If a municipality, in grading a street, flows water on a lot, that did not naturally flow off, it is liable therefor. *Bloomington v. Brokaw*, 77 Ill. 194.

"If municipal corporations can raise the grade of streets at discretion and not provide suitable gutters to carry off the surface waters, and thus overflow the lands abutting upon the streets, with impunity, then the owner of lots in our towns and cities are entirely at the mercy of the authorities of the municipality." *Dixon v. Baker*, 65 Ill. 518, 16 Am. Rep. 591.

Iowa leans in favor of the property owner⁸⁸ by adopting what has been called the "modified common law rule" which also prevails in some other states.⁸⁹

88. In *Iowa*, in a very recent decision, valuable for its thorough and learned discussion of the subject, it is held that a municipality, in bringing streets to an established grade, must exercise ordinary care and prudence, and if it "*unnecessarily* or negligently" fills ditches or drains in the street, and thus casts surface water back upon abutters, without giving abutters a reasonable time to bring their lots to grade, the municipality is liable, "not because of defective plans, but by reason of negligence in doing a purely ministerial act; that is, of bringing the streets to the established grade, and in so doing filling the ditches and drains for the escape of surface water, without providing an escape either temporary or permanent for the surface water." Per Chief Justice Deemer in *Hume v. Des Moines*, 146 Ia. 624, 645, 125 N. W. 846, 29 L. R. A. (N. S.) 126, reviewing *Iowa* cases at length.

89. The common law rule that surface water is a common enemy which every land owner may repel at pleasure and refuse to receive on his land has been modified in some jurisdiction by the application of the maxim *sic utere tuo ut alienum laedas*, and the right to throw surface water back upon higher ground it is held can not be exercised *unnecessarily or carelessly*. *Hume v. Des Moines*, 146 Ia. 624, 125 N. W. 846, 29 L. R. A. (N. S.) 126.

"This right in regard to surface water may not be exercised wantonly, unnecessarily, or carelessly but is modified by that golden maxim of the law that one must so use his own property as not to injure the rights of another. It must be a reasonable use of the land for its improvement or better enjoyment; and the right must be exercised in good faith, with no purpose to abridge or interfere with the rights of others, and with such care with respect to the property that may be affected by the use or improvement as not to inflict injury beyond what is necessary." *Norfolk, etc. R. Co. v. Carter*, 91 Va. 587, 592, 22 S. E. 517.

This "modified common law doctrine" has been applied to actions against municipal corporations for the damming back on private lands of surface waters by grading, guttering or otherwise improving streets or alleys. *Hume v. Des Moines*, 146 Ia. 624, 125 N. W. 846, 29 L. R. A. (N. S.) 126; *Beatrice v. Leary*, 45 Neb. 149, 63 N. W. 370, 50 Am. St. Rep. 546.

The fact that a city has acted under a grade ordinance in grading a street will not relieve it from liability if it destroys the natural drainage without providing adequate means for the escape of surface water. *Wilber v. Fort Dodge*, 120 Ia. 555, 95 N. W. 186; *Morris v. Council Bluffs*, 67 Ia. 343, 25 N. W. 274, 56 Am.

*In accord with the general rule, it has been held that the arrangement of gutters and ditches, by a municipality, "in the course of grading and adjusting its streets, whereby the course of surface water is changed and its flow in certain directions or at a certain place increased, is not actionable."*⁹⁰ So it is generally held, where the common law rule prevails, that a municipality is not liable for surface water which its work for the first time brings on plaintiff's lot from other premises, *i. e.*, if a municipality, in changing a grade or making other public improvements, causes water collecting on its streets, flowing therefrom merely as surface water (not collected in artificial channel), to go on adjoining land, it is not liable for damages.⁹¹

This general rule as to surface waters, however, has no application where the real cause of complaint is the failure of the municipality to repair, or keep free from obstructions, an existing sewer built, in part, to carry off surface waters.⁹² So it is held in at least one state that a municipality is liable where it injures property, in making public improvements, by obstructing the flow of surface water which has formed for itself a definite

Rep. 343; *Ellis v. Iowa City*, 29 Ia. 229.

90. *Harp v. Baraboo*, 101 Wis. 368, 77 N. W. 744, reviewing Wisconsin decisions at length.

91. *Jordan v. Benwood*, 42 W. Va. 312, 316-319, 26 S. E. 266, 36 L. R. A. 519, 57 Am. St. Rep. 859.

92. Where water accumulating on the street by reason of obstruction to the catch basins of sewers, overflows and damages private property, the rule that surface water is a common enemy which everyone may fight off his own premises, has no application, since the property owner had a right to assume that sewers built at the expense of the property owner for the purpose, among

others, of conveying off such surface water, would be properly maintained. *Woods v. Kansas City*, 58 Mo. App. 272, 279.

Obstruction of gutters with wagon loads of stones is actionable; the rule that surface water may be turned upon the servient land without liability having no application. *McInery v. St. Joseph*, 45 Mo. App. 296.

Where a village gutter carrying off surface water from plaintiff's property is destroyed in changing a street grade, resulting in precipitating the waters against plaintiff's building, the village is liable. *Morley v. Buchanan*, 124 Mich. 128, 82 N. W. 802.

channel in which it is accustomed to flow, although not within the definition of a water course.⁹³

§ 2709. Same—liability under statute or constitutional provision.

If the constitution or a statute so provides, a recovery may be had for injuries resulting from surface waters, as where a recovery of damages is provided for in case of consequential damages caused by public improvements.⁹⁴ Whether causing surface water to go upon private lands, because of grading the street or other public improvements, is a *taking* or *damaging* for public use, so as to authorize the recovery of damages under constitutional and statutory provisions, is the subject of some conflict in the decisions. In some states, such an injury is within such provisions so as to authorize a recovery, on the ground that there is a "*taking*,"⁹⁵ or at

93. *Conniff v. San Francisco*, 67 Cal. 45, 7 Pac. 41; *Los Angeles Ass'n v. Los Angeles*, 103 Cal. 461, 37 Pac. 375.

"There is in some of the books an apparent exception to the general rule in that class of cases where the surface water owing to the conformation of the country, has found for itself a definite channel in which it is accustomed to flow, in which class of cases it is said that the municipal corporation, in making an embankment while grading its streets, should erect a culvert or water way so as not to obstruct the flow of the surface waters in their well defined channel, but the case under discussion is not one of that class." *Lampe v. San Francisco*, 124 Cal. 546, 57 Pac. 461.

But where grading dammed a well defined channel through which surface water was wont to flow, and backed the water upon

plaintiff's land, the city was held not liable, where the grade was eight feet above the official grade due to the acts of officers in their governmental capacity. *Sievers v. San Francisco*, 115 Cal. 648, 47 Pac. 687, 56 Am. St. Rep. 153.

94. *Albany v. Sikes*, 94 Ga. 30, 20 S. E. 257.

95. *Nevins v. Peoria*, 41 Ill. 502, 508, 89 Am. Dec. 392; *Inman v. Tripp*, 11 R. I. 520, 23 Am. Rep. 520, and see *Lewis*, *Eminent Domain* (3d ed.), § 141.

An interference by a municipal corporation with the natural drainage of property is an unconstitutional taking. *Philadelphia's Appeal*, 191 Pa. 604, 43 Atl. 365; *Cooper v. Scranton*, 21 Pa. Super. Ct. 17, 21.

Flooding private lands is a taking of such lands without compensation for which municipality will be liable in damages. *Reeves v. Wood County*, 8 Ohio St. 333,

least within provisions expressly requiring municipalities to make just compensation for injuries resulting from the construction of public improvements;⁹⁶ and in such a case damages can be recovered only in the manner provided by statute and not in an action of tort.⁹⁷

§ 2710. Same—liability in case of “negligence.”

If a municipality is *negligent* in the construction or improvement of its streets, thereby causing injury from surface waters, the municipality is undoubtedly liable.⁹⁸ As to just when a public improvement, such as grading a street, is negligently done, no rule can be laid down, although in some states the courts seem inclined to evade the rule of non-liability by ascribing the injury to negligence whenever there is a shadow of a reason for declaring the municipality negligent.

§ 2711. Same—collecting surface water and casting it in body on private land.

One rule in regard to surface waters may be said to be well settled. It is an exception to the general rule of non-liability, in that municipalities are held liable where they collect surface water by an artificial channel,

346; *Inman v. Tripp*, 11 R. I. 520, 23 Am. Rep. 520; *Winn v. Rutland*, 52 Vt. 481.

96. *Avondale v. McFarland*, 101 Ala. 381, 13 So. 504; *Hoffman v. Muscatine*, 113 Ia. 332, 85 N. W. 17; *Mount Sterling v. Jephson*, 21 Ky. L. Rep. 1028, 53 S. W. 1046.

97. § 1997, *ante*, vol. 4.

Where statutes provide for the payment of consequential damages resulting from street, sewer or other improvements lawfully made by the municipality such remedy is exclusive and no action in tort will lie. *Boston Belting Co. v. Boston*, 149 Mass. 44, 20 N. E. 320; *Heiser v. New York*, 104 N. Y. 68, 9 N. E. 866; *Power v. Ridg-*

way Boro., 149 Pa. St. 317, 24 Atl. 307; *Beltzhoover v. Gollings*, 101 Pa. St. 293; *Benton v. Milwaukee*, 50 Wis. 368, 7 N. W. 241.

98. *Lewis v. Springfeld*, 142 Mo. App. 84, 125 S. W. 824; *Powell v. Wytheville*, 95 Va. 73, 27 S. E. 805; *Smith v. Alexandria*, 33 Gratt (Va.), 208, 215, 36 Am. Rep. 788.

Damming of gutters along streets by embankments, in grading streets, without providing egress for water that anyone would know would collect there, is negligence. *North Judson v. Lightcap*, 41 Ind. App. 565, 569, 84 N. E. 519.

or in large quantities, and pour it, in a body, upon the land of a private person, to his injury.⁹⁹

99. *California.* Shaw v. Seastapool, 159 Cal. 623, 624, 115 Pac. 213; Larrabee v. Cloverdale, 131 Cal. 96, 63 Pac. 143; Stanford v. San Francisco, 111 Cal. 198, 43 Pac. 605; Conniff v. San Francisco, 67 Cal. 45, 7 Pac. 41.

Connecticut. Danbury, etc. R. Co. v. Norwalk, 37 Conn. 109.

Georgia. Maguire v. Cartersville, 76 Ga. 84.

Illinois. Elgin v. Kimball, 90 Ill. 356; Shawneetown v. Mason, 82 Ill. 337, 25 Am. Rep. 321; Aurora v. Reed, 57 Ill. 29, 11 Am. Rep. 1; Effingham v. Surrells, 77 Ill. App. 460; Nevins v. Peoria, 41 Ill. 502, 89 Am. Dec. 392.

Indiana. North Vernon v. Voegler, 89 Ind. 77; Wels v. Madison, 75 Ind. 241, 39 Am. Rep. 135; Rice v. Evansville, 108 Ind. 7, 9 N. E. 139; Sullivan v. Phillips, 110 Ind. 320, 11 N. E. 300; Crawfordsville v. Bond, 96 Ind. 236; Valparaiso v. Spaeth, 166 Ind. 14, 21, 76 N. E. 518; Patoka Tp. v. Hopkins, 131 Ind. 142, 30 N. E. 896, 31 Am. St. Rep. 361; Davis v. Crawfordsville, 119 Ind. 1, 21 N. E. 449, 12 Am. St. Rep. 361; Thorntown v. Fugate, 21 Ind. App. 537, 52 N. E. 763; New Albany v. Ray, 3 Ind. App. 321, 29 N. E. 611; New Albany v. Lines, 21 Ind. App. 380, 51 N. E. 346; Lebanon v. Twiford, 13 Ind. App. 384, 41 N. E. 844; Cromer v. Logansport, 38 Ind. App. 661, 78 N. E. 1045.

Iowa. Hume v. Des Moines, 146 Ia. 624, 125 N. W. 846, 29 L. R. A. (N. S.) 126.

Kansas. King v. Kansas City, 58 Kan. 334, 49 Pac. 88.

Maryland. Hitchins v. Frostburg, 68 Md. 100, 11 Atl. 826, 6 Am. St. Rep. 422.

Massachusetts. Manning v. Lowell, 130 Mass. 21.

Michigan. McAskill v. Hancock Tp., 129 Mich. 74, 88 N. W. 78, 55 L. R. A. 738; Rice v. Flint City, 67 Mich. 401, 34 N. W. 719; Ashley v. Port Huron, 35 Mich. 296, 24 Am. Rep. 552.

Minnesota. Robbins v. Willmar, 71 Minn. 403, 73 N. W. 1097; Follmann v. Mankato, 45 Minn. 457, 48 N. W. 192; Pye v. Mankato, 36 Minn. 373, 31 N. W. 863, 1 Am. St. Rep. 671; Boye v. Albert Lea, 74 Minn. 230, 76 N. W. 1131; Kobs v. Minneapolis, 22 Minn. 159; Follman v. Mankato, 45 Minn. 457, 48 N. W. 192; O'Brien v. St. Paul, 25 Minn. 331, 33 Am. Rep. 470.

Missouri. Cannon v. St. Joseph, 67 Mo. App. 367; Sandy v. St. Joseph, 142 Mo. App. 330, 126 S. W. 989; Payne v. Kansas City, etc. R. Co., 112 Mo. 6, 20 S. W. 322, 17 L. R. A. 628; Rychlicki v. St. Louis, 98 Mo. 497, 11 S. W. 1001, 4 L. R. A. 594, 14 Am. St. Rep. 651.

Nebraska. Andrews v. Steele City, 2 Neb. (Unoff.) 676, 89 N. W. 739.

New Hampshire. Flanders v. Franklin, 70 N. H. 168, 47 Atl. 88.

New Jersey. Soule v. Passaic, 47 N. J. Eq. 28, 20 Atl. 346; West Orange Tp. v. Field, 37 N. J. Eq. 600, 45 Am. Rep. 670; Miller v. Morristown, 47 N. J. Eq. 62, 20 Atl. 61.

New York. Prime v. Yonkers, 192 N. Y. 105, 110, 84 N. E. 571;

The rule exempting municipal corporations from liability for consequential damages for grading its streets

Byrnes v. Cohoes, 67 N. Y. 204; *Selfert v. Brooklyn*, 101 N. Y. 136, 4 N. E. 321, 54 Am. Rep. 664; *Anchor Brewing Co. v. Dobbs Ferry*, 32 N. Y. S. 371, 84 Hun, 274; *Clark v. Rochester*, 43 Hun, 271.

Oklahoma. Chickasha v. Looney (Okla. 1912), 128 Pac. 136; *Norman v. Ince*, 8 Okla. 412, 58 Pac. 632.

Pennsylvania. Elliott v. Oil City, 129 Pa. 570, 18 Atl. 553; *Bohan v. Avoca*, 154 Pa. 404, 26 Atl. 604.

Tennessee. Burton v. Chattanooga, 75 Tenn. 739.

Texas. Houston v. Bryan, 2 Tex. Civ. App. 553, 22 S. W. 231.

Virginia. Chalkley v. Richmond, 88 Va. 402, 14 S. E. 339, 29 Am. St. Rep. 730.

West Virginia. McHenry v. Parkersburg, 66 W. Va. 533, 66 S. E. 750 (may recover temporary but not permanent damages; *Gillison v. Charleston*, 16 W. Va. 282, 37 Am. Rep. 763; *Jordan v. Benwood*, 42 W. Va. 312, 26 S. E. 266, 36 L. R. A. 519, 57 Am. St. Rep. 859; *Clay v. St. Albans*, 43 W. Va. 539, 27 S. E. 368, 64 Am. St. Rep. 883.

Throwing surface water in body on land. "It is the undoubted right of a municipal corporation to grade its streets or change the grade when it deems it necessary so to do and property owners have no ground of complaint, even though the consequence be that surface water is thrown upon the land, or caused to flow thereon, in larger quantity

than formerly, or is prevented from flowing therefrom, and is ponded thereon. But no right exists to collect a material body of water by diverting it from from its natural flow, or by other means gather it together and when thus collected, conduct it by any artificial channel and discharge it in a body upon private property." *Carll v. Northport*, 42 N. Y. S. 576, 577, 11 App. Div. 120.

"Cities and towns have no greater rights than individuals to collect in artificial channels upon their streets and highways mere surface waters, distributed in rain and snow over large districts, and precipitate it upon the premises of a private owner, or construct ditches upon private lands for public use, without compensation." *Field v. West Orange Tp.*, 36 N. J. Eq. 118.

The same rule applies to the collection of surface water of a street "into a catch basin and the simultaneous elevation of the street grade so as to cause the contents of the catch basin to flood the plaintiff's property." *Miles v. Brooklyn*, 90 N. Y. S. 702, 98 App. Div. 195.

So where paving causes large quantity of water to accumulate at one end of a street, and it broke over the curbing and ran into plaintiff's basement, the city is liable. *Stanford v. San Francisco*, 111 Cal. 198, 43 Pac. 605.

However, a private owner cannot recover from the municipality for the overflowing of street gut-

does not relieve it from liability for damages caused by its act in turning water on adjacent lands in a body,¹ and the municipality is liable whether or not the work was negligently done,² the municipality being liable in this respect the same as private persons.³

This rule has been applied where, in constructing a street, surface water was collected in holes left in the street opposite an abutting lot, and the water flowed under the soil which was soft and porous, causing the soil to slip and destroy the buildings thereon.⁴

Furthermore, the rule that a municipal corporation is not liable for an omission to supply drainage or sewerage does not apply in such a case, because the necessity for the drainage or outlet is due to the act of the corporation itself in causing surface water to run on private land.⁵

7. NOTICE OF THE "ACCIDENT."

§ 2712. Scope of subdivision.

It is not within the scope of this work to review the decisions, based on statutes or charter provisions, differing more or less in phraseology, as to the necessity for, and sufficiency of, a notice of injury which some statutes or charter provisions require before bringing

ters onto his land in the absence of a showing that the water would not have come upon his land to the same extent if there had been no street there. *Collins v. Waltham*, 151 Mass. 196, 24 N. E. 327.

Where the damage is due partly to the fact that the property is on a lower level than the street the municipality is not liable. *Wels v. Madison*, 75 Ind. 241, 39 Am. Rep. 135.

In South Carolina, however, it seems that that is no municipal liability unless the injury was due to the negligence or mismanagement of the municipality, as required by the statute. *Mayrant*

v. Columbia, 82 S. C. 273, 376, 64 S. E. 416.

1. §§ 1968, 2002, *ante*, vol. 4.

2. *Eufaula v. Simmons*, 86 Ala. 515, 6 So. 47; *Arndt v. Cullman*, 132 Ala. 540, 31 So. 478, 90 Am. St. Rep. 922; *Jasper v. Barton* (Ala. 1912), 56 So. 42; *Houston v. Richardson*, 42 Tex. Civ. App. 147, 149, 94 S. W. 454.

3. *Arndt v. Cullman*, 132 Ala. 540, 31 So. 478, 90 Am. St. Rep. 922.

4. *Kunst v. Grafton*, 67 W. Va. 20, 24, 67 S. E. 74, 26 L. R. A. (N. S.) 1201.

5. *Byrnes v. Cohoes*, 67 N. Y. 204.

suit. The particular provisions of the controlling statute should be carefully studied, to determine (1) whether a notice is necessary, (2) what it must contain, and (3) how and when it shall be served. Without attempting to give a complete citation of authorities, suffice it to refer to a few general rules on the subject.

§ 2713. Notice of defect distinguished from notice of accident.

It is necessary to keep in mind that *notice of the defect before the accident* is one thing, and *notice of the accident* is another and entirely different thing.⁶

§ 2714. Statutory and charter provisions.

In the absence of a statute or charter provision so requiring, no notice of the accident need be given the municipality before suit is brought to recover damages for the injuries.⁷ However, such a requirement is generally found in the statutes or charter,⁸ and such provi-

6. Notice of defect, in case of defective streets, §§ 2807-2818, *post*.

7. *Galesburg v. Benedict*, 22 Ill. App. 111; *Green v. Spencer*, 67 Ia. 410, 25 N. W. 681.

8. *Florida*. *High v. Jacksonville*, 51 Fla. 207, 40 So. 1032.

Iowa. *Harvey v. Clarinda*, 111 Ia. 528, 82 N. W. 994; *Kennedy v. Des Moines*, 84 Ia. 187, 50 N. W. 880.

Massachusetts. *D'Amico v. Boston*, 176 Mass. 599, 58 N. E. 158; *Shallow v. Salem*, 136 Mass. 136.

Michigan. *Broffee v. Grand Rapids*, 127 Mich. 89, 86 N. W. 401; *Angell v. West Bay City*, 117 Mich. 685, 76 N. W. 128.

Minnesota. *Nicol v. St. Paul*, 80 Minn. 415, 83 N. W. 375; *Moran v. St. Paul*, 54 Minn. 279, 56 N. W. 80; *Ray v. St. Paul*, 44 Minn.

340, 46 N. W. 675; *Nichols v. Minneapolis*, 30 Minn. 545, 16 N. W. 410.

New York. *McIntee v. Middletown*, 81 N. Y. S. 124, 80 App. Div. 434; *De Vore v. Auburn*, 64 App. Div. 84, 71 N. Y. S. 747.

Rhode Island. *Fugere v. Cook*, 27 R. I. 134, 60 Atl. 1067.

Washington. *Short v. Spokane*, 41 Wash. 257, 83 Pac. 183; *Mulligan v. Seattle*, 42 Wash. 264, 84 Pac. 721.

Wisconsin. *Harris v. Fond du Lac*, 104 Wis. 44, 80 N. W. 66; *Ziegler v. West Bend*, 102 Wis. 17, 78 N. W. 164; *Daniels v. Racine*, 98 Wis. 649, 74 N. W. 553; *Gutkind v. Elroy*, 97 Wis. 649, 73 N. W. 325; *Hughes v. Fond du Lac*, 73 Wis. 380, 41 N. W. 407; *Reed v. Madison*, 83 Wis. 171, 53 N. W. 547, 17 L. R. A. 733; *Plum v. Fond du Lac*, 51 Wis. 393, 8 N. W. 283.

sions construed as mandatory⁹ and a condition precedent to the right to sue,¹⁰ are universally upheld,¹¹ and the general rule is that even the municipality itself cannot *waive* a compliance with such a requirement,¹² although as to the latter the authorities are conflicting.¹³

See *Warren v. Davis*, 43 Ohio St. 447, 3 N. E. 301.

Bridges, statute applies to *Sachs v. Sioux City*, 109 Ia. 224, 80 N. W. 336.

Construction. Provisions should receive a reasonably strict construction. *Tattan v. Detroit*, 128 Mich. 650, 87 N. W. 894.

9. *Starling v. Bedford*, 94 Ia. 194, 62 N. W. 674; *Trost v. Caselton*, 8 N. D. 534, 79 N. W. 1071.

10. *Massachusetts*. *Mitchell v. Worcester*, 129 Mass. 525.

Nebraska. *Schmidt v. Fremont*, 70 Neb. 577, 97 N. W. 830.

New York. *Forseyth v. Oswego*, 95 N. Y. S. 33, 107 App. Div. 187.

Texas. *Ft. Worth v. Shero*, 16 Tex. Civ. App. 487, 41 S. W. 704; *Luke v. El Paso* (Tex. Civ. App.), 60 S. W. 363.

Wisconsin. *Hay v. Baraboo*, 127 Wis. 1, 105 N. W. 654, 3 L. R. A. (N. S.) 84, 115 Am. St. Rep. 977.

"The statute (section 1275) makes filing the claim a prerequisite to recovery in any suit for personal injuries, and virtually the right to sue without first filing the claim in the manner provided is taken away by the statute." *New Decatur v. Chappell* (Ala. 1911), 56 So. 764.

11. *Van Vranken v. Schenectady*, 31 Hun (N. Y.), 516; *Hay v. Baraboo*, 127 Wis. 1, 105 N. W. 654, 3 L. R. A. (N. S.) 84, 115 Am. St. Rep. 977.

Requiring notice of injury not

class legislation. *Tonn v. Helena*, 42 Mont. 127, 111 Pac. 715.

12. *Blair v. Ft. Wayne* (Ind. App. 1912), 98 N. E. 736; *Walters v. Ottawa*, 240 Ill. 259, 88 N. E. 651; *Starling v. Bedford*, 94 Ia. 194, 62 N. W. 674.

13. See *Sharp v. Manston*, 92 Wis. 629, 66 N. W. 803, and local digests.

"On the question as to whether or not a city can waive the provisions of a statute requiring notice before suit can be maintained, the authorities are in irreconcilable conflict." *New Decatur v. Chappell* (Ala. 1911), 56 So. 764.

"The governing board of a municipality is charged with the duty of acting for the corporation, and when, acting in the line and scope of their authority, they take final action on the matter they in effect announce that they require no further notice; and the statute having been enacted for the benefit of the corporation represented by them, and the purposes and ultimate end in view by the enactment having been accomplished, a waiver of its benefits would seem to follow as a natural consequence of the act." *New Decatur v. Chappell* (Ala. 1911), 56 So. 764.

"We therefore hold that a compliance with the reasonable terms of the charter provision can not be waived by statements or acts of any officer or employee of the

In some states, the statute is not applicable where the plaintiff is a servant of the municipality.¹⁴ And, generally, these statutes do not apply where the person injured dies, and a suit is brought by the personal representatives to recover damages for death by wrongful act.¹⁵

Generally, statutes requiring "claims" to be presented before suit brought apply only to those based on contract.¹⁶

§ 2715. Same—object and purpose.

Such requirements are enacted in furtherance of a public policy, and their *object and purpose* is to protect the municipality from the expense of needless litigation, give it an opportunity for investigation, and allow it to adjust differences and settle claims without suit.¹⁷ It therefore follows that if the person injured or his representatives remove the alleged defective condition and

city other than the city council, and that to establish a waiver by the council some affirmative cognizance of the claim other than rejection by the council must be pleaded and proved." *Cole v. Seattle* (Wash. 1911), 116 Pac.

L. A. (N. S.) 1166.

It does not waive. *Veazie v. Portland*, 68 Me. 511.

Kenbush v. Slayton (Iowa 1913), 139 N. W. 716; *St. Paul* (Minn. 1912), 136 N. W. 199.

City v. Topeka, 87 Kan. 166; *Orth v. Bellevue* (Minn. 1912), 136 N. W. 237; *City v. West St. Paul* (Minn. 1912), 136 N. W. 326; *Brown v. Salt Lake City* (Utah), 93 Pac.

570.

16. § 2465, p. 5126, *ante*, vol. 5.

Statutes requiring any "claim or demand" to be presented to the council before suing thereon does

not apply to claims for injuries from defective streets. *Jung v. Stevens Point*, 74 Wis. 547, 43 N. W. 513; *Sommers v. Marshfield*, 90 Wis. 59, 62 N. W. 937.

17. *New Decatur v. Chappell* (Ala. 1911), 56 So. 764.

"The purpose of the statute, requiring notice of claims for damages against a municipality for personal injuries sustained by reason of defects in a public street to be given to the municipality within 30 days after the injury, is to enable the authorities to make timely investigation into the time, place, and circumstances of the accident, to the end that the claim may be settled, if found to be a valid one, or, if not, then intelligently to answer and defend any action brought to enforce the claim." *Wornecka v. St. Paul* (Minn. 1912), 136 N. W. 561.

substitute something safe, before serving the notice, the notice is of no effect, since no investigation could then be made of the condition causing the accident.¹⁸

§ 2716. Same—excuses for failure to give notice.

Mental or physical incapacity to give the notice required by statute or charter provision is generally a good excuse,¹⁹ but in such a case the claim must be filed within a reasonable time after the removal of the incapacity.²⁰

§ 2717. Same—time for filing notice.

The notice must be served within the time fixed by the statute or charter provision.²¹

§ 2718. Same—sufficiency of notice.

Generally, the notice must set forth the time, place, cause, and character of the injuries sustained. But a substantial compliance with the statute is all that is required,²² and the notice need not be drawn with the technical nicety necessary in pleading.²³

18. "It logically follows that, if the plaintiff by her agent willfully removed the defective plank and put in its place a new one before serving the required notice, whereby the purpose of the statute was defeated and the defendant deprived of the benefit and protection thereof, a notice served after such changes, although it complied with the letter of the statute as to substance and time of service, is not a good-faith compliance with the statute, and she is not entitled to recover." *Wornecka v. St. Paul* (Minn. 1912), 136 N. W. 561.

19. *Stolker v. Boston*, 204 Mass. 522, 90 N. E. 927; *Terrell v. Washington*, 158 N. C. 281, 73 S. E. 288, and see digests.

Contra, *Ellis v. Kearney*, 80 Neb. 51, 113 N. W. 803.

20. *Forsyth v. Oswego*, 191 N. Y. 441, 84 N. E. 392.

21. In Illinois, notice filed

after commencement of action by filing of praecipe and service of summons, is a nullity. *Langguth v. Glencoe*, 253 Ill. 505, 97 N. E. 1052.

In Alabama, under statute requiring that claims for torts shall be "presented" within six months, the commencement of suit is a sufficient presentation. *Anderson v. Birmingham* (Ala. 1912), 58 So. 256.

Infancy does not suspend running of time. *Winter v. Niagara Falls*, 190 N. Y. 198, 82 N. E. 1101.

22. *Smith v. Elberton*, 5 Ga. App. 286, and see local digests.

23. *Smith v. Elberton*, 5 Ga. App. 286.

Waiver. Defects in claim as presented may be waived. *Bowman v. Ogden City*, 33 Utah, 341, 93 Pac. 561.

Carbon copy, filing of held sufficient. *Scheer v. Perry*, 103 N. Y. S. 1048, 119 App. Div. 606.

CHAPTER 54.

MUNICIPAL LIABILITY FOR DEFECTIVE STREETS.

1. GENERAL RULES.
2. PARTICULAR STREETS AS TO WHICH LIABILITY EXTENDS.
3. PARTICULAR PARTS OF STREETS TO WHICH LIABILITY EXTENDS.
4. LIABILITY FOR ACTS OF OTHERS.
5. WHO MAY SUE.
6. PARTICULAR CONDITION AS CAUSE OF INJURY.
 - a. *In general.*
 - b. *Driveway.*
 - c. *Sidewalk.*
 - d. *Crosswalk.*
7. DUTY TO GUARD AND WARN AGAINST DANGER.
8. NOTICE OF DEFECTS.
9. CONTRIBUTORY NEGLIGENCE.
10. PROXIMATE CAUSE.
11. NOTICE OF ACCIDENT.

1. GENERAL RULES.

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| Secs. | Secs. |
| 2719. Liability in general. | 2726. Not liable unless negligent; "reasonable" care necessary. |
| 2720. Same—general rule applicable to cities, villages and incorporated municipalities. | 2727. Prior accidents at same place as sufficient to show negligence. |
| 2721. Same—minority rule. | 2728. Duty cannot be delegated so as to shift liability. |
| 2722. Same—liability as imposed, limited or precluded by statutes. | 2729. Necessity for lapse of time between notice of defect and time of accident. |
| 2723. Same—states in which there is no liability, common law or statutory. | 2730. Miscellaneous matters held not defenses. |
| 2724. Extent of liability, and essentials of cause of action. | 2731. Same—lack of power to remedy conditions. |
| 2725. Purposes for which street must be kept in condition. | 2732. Same—lack of funds to repair. |

2. PARTICULAR STREETS AS TO WHICH LIABILITY EXTENDS.

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| Secs. | Secs. |
| 2733. Streets must be public highways. | 2738. Streets in property annexed. |
| 2734. Same—streets outside municipal limits. | 2739. Injury outside street limits where street obstructed. |
| 2735. Streets not opened or improved. | 2740. Abandonment of street as precluding liability. |
| 2736. What included within term "street." | 2741. Highway built and maintained <i>ultra vires</i> . |
| 2737. Streets and walks in outlying districts. | |

3. PARTICULAR PARTS OF STREETS TO WHICH LIABILITY EXTENDS.

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| <p>Secs.
2742. "Width" of way as to which duty extends.
2743. Sidewalks.
2744. Same—sidewalks partly or wholly outside limits of street.</p> | <p>Secs.
2745. Same—failure to construct sidewalks as distinguished from failure to repair.
2746. Space between driveway and sidewalk.
2747. Crosswalks.
2748. Alleys.
2749. Bridges.</p> |
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4. LIABILITY FOR ACTS OF OTHERS.

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| <p>2750. May be liable for acts of third persons.
2751. Liability for negligence of licensee.</p> | <p>Secs.
Secs.
2752. Same—licenses for amusements, shows or fireworks in streets.</p> |
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5. WHO MAY SUE.

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| <p>Secs.
2753. In general.
2754. Right to sue as limited to "travelers."
2755. Person using wrong part of street or for improper purpose.
2756. Officers or employees of municipality.
2757. Children.
2758. Automobilists.
2759. Bicycle and tricycle riders.</p> | <p>Secs.
2760. Owner of animal running at large.
2761. Person injured in front of own premises.
2762. Person injured while violating the law.
2763. Servants of third persons working on streets.
2764. Necessity for special damage; rights of abutters.</p> |
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6. PARTICULAR CONDITION AS CAUSE OF INJURY.

a. *In general.*

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| <p>Secs.
2765. Introductory.
2766. Defects in plans.
2767. Obstructions.
2768. Same — obstructions between driveway and sidewalk.
2769. Openings, excavations, holes and the like.
2770. Snow and ice.
2771. Moving objects.
2772. Defects outside limits of street.</p> | <p>Secs.
2773. Same—noises or acts outside limits of highway.
2774. Openings or obstructions close to street.
2775. Overhanging and falling objects.
2776. Same—falling of tree or limb.
2777. Same—structures adjacent to streets.
2778. Same—falling objects caused by negligence of others.</p> |
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b. *Driveway.*

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| <p>Secs.
2779. In general.
2780. Openings, holes, excavations, etc.
2781. Obstructions.</p> | <p>Secs.
2782. Embankments.
2783. Objects frightening horses.
2784. Snow and ice.</p> |
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c. *Sidewalk.*

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| <p>Secs.
2785. Particular defects in general.
2786. Steps or abrupt slopes.
2787. Obstructions.</p> | <p>Secs.
2788. Excavations and openings.
2789. Ice and snow.</p> |
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d. Crosswalk.

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| <p>Secs.
 2790. Crosswalks compared with side-walks.
 2791. What defects actionable in general.</p> | <p>Secs.
 2792. Same—defects in construction.
 2793. Holes and excavations.
 2794. Snow and ice.</p> |
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7. DUTY TO GUARD AND WARN AGAINST DANGER.

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| <p>Secs.
 2795. General rule.
 2796. Same—dangers created by third persons.
 2797. Same—guards required by ordinance.
 2798. Same—statutory provisions.
 2799. Application of rule to particular dangers.
 2800. Same—declivities and embankments.</p> | <p>Secs.
 2801. Same—persons coming on street from private property or way.
 2802. Guards erected by third persons.
 2803. Guards closing street for travel.
 2804. Sufficiency of guards or warning.
 2805. Duty as a continuing one; effect of removal of guards.
 2806. Duty to light streets.</p> |
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8. NOTICE OF DEFECTS.

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| <p>Secs.
 2807. Necessity for.
 2808. Same—notice not necessary where original negligence that of municipality.
 2809. Same—where original negligence that of licensee.
 2810. Notice to particular persons as imputed to municipality.
 2811. Actual notice.
 2812. Same—statutes requiring “actual” notice.</p> | <p>Secs.
 2813. Constructive notice.
 2814. Same—constructive notice based on length of time.
 2815. Same—latent defects.
 2816. Same—notice of one or general defect as notice of other or special defects.
 2817. Rules as to notice applied to snow and ice.
 2818. Question of fact.</p> |
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9. CONTRIBUTORY NEGLIGENCE.

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| <p>Secs.
 2819. Scope of subdivision.
 2820. Contributory negligence is defense.
 2821. Ordinary care is test.
 2822. Same—amount of care distinguished from degree of care.
 2823. Same—amount of care as dependent on circumstances.
 2824. Right to assume that street is safe.
 2825. Duty to observe patent defects.
 2826. Effect of knowledge of defects or dangers.
 2827. Same—forgetfulness.
 2828. Same—choice of ways.
 2829. Traveling at night.</p> | <p>Secs.
 2830. Pedestrian not on sidewalk or crosswalk.
 2831. Same—crossing street other than on crosswalk.
 2832. Pedestrian outside limits of street.
 2833. Negligence as attributable to persons under disability.
 2834. Same—children as negligent.
 2835. Same—blind or infirm persons.
 2836. Same—intoxicated persons.
 2837. Same—women.
 2838. Particular acts as contributory negligence.
 2839. Imputed negligence.
 2840. Burden of proof.
 2841. Question of law or fact.</p> |
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10. PROXIMATE CAUSE.

Secs.

2842. Introductory.
 2843. Defect in street must be proximate cause.
 2844. Same—obstruction as proximate cause where obstructive character not cause.
 2845. Concurring and intervening causes; defect in street need not be sole cause.
 2846. Same—Massachusetts rule.
 2847. Same—proximate cause not always immediate cause.
 2848. Same—act of injured person as concurring cause.

Secs.

2849. Same—where concurring cause act of third person.
 2850. Same—where exact cause in doubt.
 2851. Same—application of rule where concurring cause is slippery condition, snow, ice, etc.
 2852. Same—intervening causes.
 2853. Same—injury as result of negligence as test.
 2854. Same—runaway horse as proximate cause.

11. NOTICE OF ACCIDENT.

Secs.

2855. In general.

1. GENERAL RULES.

§ 2719. Liability in general.

As mentioned in a prior volume, during the early periods of English history highways were laid out and constructed directly by the government. The government assumed the immediate and sole management of them, and this was recognized as an essential governmental function. In this country the control of highways is primarily a state duty. They are everywhere maintained for the use of the public at large.¹ The construction, maintenance and repair, and almost exclusive control of highways, has been delegated by the state to its municipal corporations, and ordinarily they are invested with adequate power to perform properly such duties;² and municipal corporations proper are liable, at common law, for injuries resulting from their negligence in regard to the construction and care of streets, in most states,³ although the contrary rule prevails in the New England states and a few others.⁴ However, statutes now impose liability in most of the latter class of states,⁵ although in a few states there is no liability of any kind for defective streets.⁶

But a distinction is drawn between the liability of municipal corporations and that of *quasi*-municipal corporations. The latter, such as counties, towns, and the like, are held not liable, at common law, for injuries resulting from defective highways, even in those states which hold that there is a

1. § 227, *ante*, vol. 1.2. § 228, *ante*, vol. 1.3. § 2720, *post*.4. § 2721, *post*.5. § 2722, *post*.6. § 2723, *post*.

common law liability imposed on municipal corporations proper, with a few exceptions. The reason for the distinction between municipal corporations and *quasi*-municipal corporations, in this respect, has never been satisfactorily explained.⁷ However, even as to such *quasi*-corporations, liability is now generally imposed by statute on counties and towns.

§ 2720. Same—general rule applicable to cities, villages and incorporated municipalities.

Usually cities, villages and other incorporated municipalities, have conferred upon them extensive powers in the management of their highways, streets, bridges, alleys and sidewalks, and adequate means to keep them in a reasonably safe condition for use in the usual mode by travelers; and hence, in most states, independent of statute, they are held liable to private action for special injuries resulting from defects or obstructions in the streets or sidewalks.⁸ The liability exists

7. What are *quasi*-municipalities, § 111, *et seq.*, *ante*, vol. 1.

New England town contrasted with municipal corporation, § 115, *ante*, vol. 1.

In Maryland and Pennsylvania towns are liable, at common law, and also to a very limited extent in Iowa.

8. *Alabama*. Birmingham v. Gordon, 167 Ala. 334, 52 So. 430; Albrittin v. Huntsville, 60 Ala. 486, 31 Am. Rep. 46; Smoot v. Wetumpka, 24 Ala. 112.

Alaska. Krause v. Juneau, 2 Alaska, 633.

Colorado. Boulder v. Niles, 9 Colo. 415, 12 Pac. 632; Denver v. Dunsmore, 7 Colo. 328, 3 Pac. 705.

Delaware. Anderson v. Wilmington, 6 Penew (Del.), 485, 70 Atl. 204; Seward v. Wilmington, 2 Marv. (Del.) 189, 42 Atl. 451.

Florida. Tallahassee v. Fortune, 3 Fla. 19, 52 Am. Dec. 538.

Georgia. Greensboro v. McGibbony, 93 Ga. 672, 20 S. E. 37 (bridge); Parker v. Macon, 39 Ga. 725, 99 Am. Dec. 486; Cedartown v. Brooks, 2 Ga. App. 583, 59 S. E. 836.

Idaho. Moreton v. St. Anthony, 9 Idaho, 532, 75 Pac. 262.

Illinois. Sterling v. Thomas, 60 Ill. 264; Springfield v. LeClaire, 49 Ill. 476; Browning v. Springfield, 17 Ill. 143, 63 Am. Dec. 345; Decatur v. Hamilton, 89 Ill. App. 561.

Indiana. Newcastle v. Grubbs, 171 Ind. 482, 86 N. E. 757; Shreve v. Ft. Wayne (Ind. 1911), 96 N. E. 7; Boswell v. Wakley, 149 Ind. 64, 48 N. E. 637; Indianapolis v. Doherty, 71 Ind. 5; Indianapolis v. Shoenig (Ind. App. 1911), 95 N. E. 324; Evansville v. Frazer, 24 Ind. App. 628, 56 N. E. 729 (defense that, under statute, city lacked power to make repairs).

Iowa. Lamb v. Cedar Rapids, 108 Ia. 629, 79 N. W. 366; Collins v. Council Bluffs, 32 Ia. 324, 327, 7 Am. Rep. 200.

Kansas. Eudora v. Miller, 30 Kan. 494, 2 Pac. 685; Ft. Scott v. Brothers, 20 Kan. 455; Jansen v. Atchison, 16 Kan. 358.

Kentucky. Louisville v. Arrow-smith, 145 Ky. 498, 140 S. W. 1022; Covington v. Bollwinkle (Ky.), 121 S. W. 664.

Louisiana. McCormack v. Robin, 126 La. 594, 52 So. 779; Aucoin v. New Orleans, 105 La. 271, 29 So. 502; Cline v. Crescent City R. Co., 41 La. Ann. 1031, 6 So. 851.

Maryland. Havre De Grace v. Fletcher, 112 Md. 562, 77 Atl. 114 (in which it is said: "There is no difference between the liability of a municipal corporation, with such a charter as the defendant has, and that of an individual,"). Anne Arundel County Com'rs v. Duckett, 20 Md. 468.

Minnesota. Young v. Waterville, 39

regardless of the size of the municipality, and applies even though the population is only a few hundred.⁹ However, there

Minn. 196, 39 N. W. 97; *Kellogg v. Janesville*, 34 Minn. 132, 24 N. W. 359; *Shartle v. Minneapolis*, 17 Minn. 308.

Missouri. *Carthage v. Garner*, 209 Mo. 688, 108 S. W. 521; *Warren v. Independence*, 153 Mo. 593, 55 S. W. 227; *Vogelgesang v. St. Louis*, 139 Mo. 127, 40 S. W. 653; *Franke v. St. Louis*, 110 Mo. 516, 19 S. W. 938; *Bowie v. Kansas City*, 51 Mo. 454; *Smith v. St. Joseph*, 45 Mo. 449; *Turner v. Southwest Missouri R. Co.*, 138 Mo. App. 143, 120 S. W. 128.

Montana. *May v. Anaconda*, 26 Mont. 140, 66 Pac. 759; *Snook v. Anaconda*, 26 Mont. 128, 66 Pac. 756.

Nebraska. *Goodrich v. University Place*, 80 Neb. 774, 115 N. W. 538 (reviewing and explaining, at length, earlier cases, including *Goddard v. Lincoln*, 69 Neb. 594, 96 N. W. 273); *Lincoln v. O'Brien*, 56 Neb. 761, 77 N. W. 76; *Omaha v. Olmstead*, 5 Neb. 446.

Nevada. See *Barnes v. Carson* (Nev. 1910), 110 Pac. 3; *McDonough v. Virginia City*, 6 Nev. 90.

New York. *Pomfrey v. Saratoga Springs*, 104 N. Y. 459, 11 N. E. 43 (same rule applies to incorporated villages as to cities). *Hines v. Lockport*, 50 N. Y. 236; *Requa v. Rochester*, 45 N. Y. 129, 6 Am. Rep. 52; *Davenport v. Ruckman*, 37 N. Y. 568; *Barton v. Syracuse*, 36 N. Y. 54; *Conrad v. Ithaca*, 16 N. Y. 158; *Hutson v. New York*, 9 N. Y. 163, 59 Am. Dec. 526.

North Carolina. *Neal v. Marion*, 129 N. C. 345, 40 S. E. 116; *Meares v. Wilmington*, 9 Ired. (31 N. C.) 73, 49 Am. Dec. 412.

North Dakota. *Ludlow v. Fargo*, 3 N. D. 485, 57 N. W. 506.

Ohio. *Dayton v. Taylor's Adm'r*, 62 Ohio St. 11, 56 N. E. 480; *Farrelly v. Cincinnati*, 3 Ohio Dec. 115.

Oklahoma. *Guthrie v. Swan*, 5 Okla. 779, 51 Pac. 562.

Oregon. *Batdorff v. Oregon City*, 100 Ore. 402, 100 Pac. 937; *Sheridan v. Salem*, 14 Ore. 328, 12 Pac. 925, influenced, in part at least, by statute.

Pennsylvania. *Norbeck v. Philadelphia*, 224 Pa. 30, 73 Atl. 179; *Bucher v. Sunbury Borough*, 216 Pa.

89, 64 Atl. 906; *Erie v. Schwingle*, 22 Pa. 384, 60 Am. Dec. 87; *Brown v. Towanda*, 24 Pa. Super. Ct. 378.

Tennessee. See *Williams v. Taxing Dist.*, 16 Lea (84 Tenn.), 531 (taxing district held not liable).

Texas. *Baugus v. Atlanta*, 74 Tex. 629, 12 S. W. 750; *Klein v. Dallas*, 71 Tex. 280, 8 S. W. 90; *Galveston v. Posnainsky*, 62 Tex. 118; *Galveston v. Barbour*, 62 Tex. 172; *Haskell v. Barker* (Tex. Civ. App.), 134 S. W. 833.

Contra, *Navasota v. Pearce*, 46 Tex. 525, 26 Am. Rep. 279.

Utah. *Morris v. Salt Lake City*, 35 Utah, 474, 101 Pac. 373. See also *Herndon v. Salt Lake City*, 34 Utah, 65, 95 Pac. 646.

Virginia. *Gordon v. Richmond*, 83 Va. 436, 2 S. E. 727; *Clark v. Richmond*, 83 Va. 355, 5 S. E. 369, 5 Am. St. Rep. 281; *Richmond v. Long's Adm'r*, 17 Grat. 375, 94 Am. Dec. 461.

Washington. *Hewitt v. Seattle*, 62 Wash. 377, 113 Pac. 1084; *Shearer v. Buckley*, 31 Wash. 370, 72 Pac. 76; *Peterson v. Seattle*, 40 Wash. 33, 82 Pac. 141; *Lorence v. Ellensburg*, 13 Wash. 341, 43 Pac. 20, 52 Am. St. Rep. 42; *Sutton v. Snohomish*, 11 Wash. 24, 39 Pac. 273, 48 Am. St. Rep. 847; *Saylor v. Montesano*, 11 Wash. 328, 39 Pac. 653.

West Virginia. *Gibson v. Huntington*, 38 W. Va. 177, 18 S. E. 447, 22 L. R. A. 561, 45 Am. St. Rep. 853; *Wilson v. Wheeling*, 19 W. Va. 323, 42 Am. Rep. 780.

United States. *New York City v. Sheffield*, 71 U. S. 189, 18 L. Ed. 416; *Chicago v. Robbins*, 67 U. S. 418, 17 L. Ed. 298; *Jacksonville v. Smith*, 78 Fed. 292, 24 C. C. A. 97; *Delger v. St. Paul*, 14 Fed. 567; *Weightman v. Washington*, 1 Black (U. S.), 39, 17 L. Ed. 52.

The fact that a municipality cannot enforce penalties against abutters failing to remove dangerous obstructions to travel does not absolve it from the performance of its duty to keep the streets reasonably safe for travel. *Barker v. Jefferson*, 155 Mo. App. 390, 137 S. W. 10.

9. *Eudora v. Miller*, 30 Kan. 494, 2 Pac. 685.

is no legal liability for failure to *furnish* streets for use.¹⁰

This rule is said to be founded upon an "illogical exception" to the general rule of the common law prohibiting actions against municipalities for negligence in the discharge of duties imposed upon them for the sole benefit of the public and from which they derive no compensation or benefit in their corporate capacity.¹¹ It is obvious that the obligation, so far as travelers are concerned, is one of a public character, fulfilled, not for pecuniary profit or private corporate advantage, but exercised as a purely governmental function. "The liability," remarked the supreme court of Missouri, "it is generally said, arises by implication from the nature of the subject and the vast powers conferred upon such corporations, including the exclusive control of the streets."¹² But the additional reason is presented in Missouri and some other states that the making and improving of the streets by a city and keeping them in repair is a *ministerial* function and relates to *corporate interests only*.¹³ Further, the ground set

Villages are liable the same as cities. *Wahoo v. Reeder*, 27 Neb. 770, 43 N. W. 1145.

What constitutes actionable defects in sidewalks in a *small village* containing only a few hundred people is a question of fact for the jury; and it cannot be said as a matter of law, that a municipality, because of its small population is not liable for defects. *Graham v. Oxford*, 105 Ia. 705, 707, 75 N. W. 473.

10. "It is argued that the way used by appellant was the only practical way for wagons to reach the depot. Be that as it may, the city was not legally bound to provide a roadway for wagons to the railroad depot, and is not liable for a failure to do so. If the driver of the wagon saw proper to use ways not provided for such vehicles, he has no legal complaint against the city that they were not fit for the use to which he was putting them. A city's legal *duty is not to furnish streets*, even where they may be needed; but it is to keep such as it does furnish in a reasonably safe condition for purposes for which they are provided—sidewalks for pedestrians; roadways for vehicles and horses." *Webster v. Vanceburg*, 130 Ky. 320, 113 S. W. 140.

11. *Lane v. Minnesota Agr. Soc.*, 62 Minn. 175, 64 N. W. 382, 29 L. R. A. 708.

12. *Kiley v. Kansas City*, 87 Mo. 103, 107; *Halpin v. Kansas City*, 76 Mo. 335; *Russell v. Columbia*, 74 Mo. 480; *Welch v. St. Louis*, 73 Mo. 71; *Bassett v. St. Joseph*, 53 Mo. 290, 14 Am. Rep. 446.

"Various theories have been advanced to support this liability. Thus it has been often said that when a municipal corporation accepts a charter, by which it acquires special powers and privileges in return for its assumption of some of the duties which rest primarily upon the Legislature, its relation to the Legislature becomes in that respect contractual, and for the violation of the duty which it has contracted to perform it is liable for damages thereby resulting to individuals. This theory is not very satisfactory, and probably the liability might better be said to arise out of the fact that the municipality has the exclusive control of the streets and highways within its limits, with power to provide means for the proper performance of the duty of keeping them in safe condition." *Schigley v. Waseca*, 106 Minn. 94, 118 N. W. 259.

13. *Barree v. Cape Girardeau*, 197 Mo. 382, 389, 95 S. W. 330, 6 L. R. A. (N. S.) 1090, 114 Am. St. Rep. 763; *Hewitt v. Seattle*, 62 Wash. 377, 113 Pac. 1084.

forth for holding the municipality liable, in many cases, is that the duty to repair the streets was specially imposed on the municipality by statute or charter,¹⁴ but in those states which deny municipal liability the fact that the municipality is expressly required to repair its streets is deemed immaterial;¹⁵ and it is expressly held in some states that in order to make a municipality liable for failure to repair streets, it is not necessary that the duty to repair streets be expressly imposed on the municipality but it is sufficient that permissive power over the streets be granted.¹⁶ So liability for damages is sometimes placed on the ground that *exclusive control* of the streets is granted the municipality by the legislature,¹⁷ or that the statutory duty of keeping streets in repair and free from obstructions is a mandatory and not a discretionary duty.¹⁸ And in New York, it is said that the ground is that the municipality is acting in the discharge of a special power granted to it by the legislature, in the exercise of which it is a legal individual, as distinguished from the exercise of governmental functions.¹⁹

One learned author contends that the reason is found in the fact that "the duty to keep the streets in repair is a municipal duty in regard to property rights which rests upon the corporation as an independent member of society, and the rights of others are infringed if their action for damage for its breach is taken from them by the courts."²⁰ This reason can hardly be accepted. Courts everywhere decline to recognize that the city possesses any property rights in the streets, although they may be a source of profit to the municipality. The interest is exclusively *publici juris*, and is in any respect wholly unlike property of the private corporation

14. *Alabama*. Selma v. Perkins, 68 Ala. 145.

Indiana. Gribben v. Franklin (Ind. 1911), 94 N. E. 757; Touhey v. Decatur (Ind. 1911), 93 N. E. 540.

Louisiana. O'Neill v. New Orleans, 30 La. Ann. 220, 31 Am. Rep. 221.

Missouri. Maus v. Springfield, 101 Mo. 613, 14 S. W. 630, 20 Am. St. Rep. 634.

Ohio. Evans v. Cincinnati, 1 Ohio Dec. 462.

Oregon. Farquar v. Roseburg, 18 Ore. 271, 22 Pac. 1103, 17 Am. St. Rep. 732.

West Virginia. Griffin v. Williams-town, 6 W. Va. 312.

United States. Cleveland v. King, 132 U. S. 295, 10 Sup. Ct. 90, 33 L. Ed. 334.

15. Arnold v. San Jose, 81 Cal. 618, 22 Pac. 877; Roberts v. Detroit, 102 Mich. 64, 60 N. W. 450, 27 L. R. A. 572.

16. Bessemer v. Carroll, 154 Ala. 506, 45 So. 419.

17. Carson v. Genesee, 9 Idaho, 244, 74 Pac. 862, 108 Am. St. Rep. 127; Schigley v. Waseca, 106 Minn. 94, 118 N. W. 259.

18. Parmenter v. Marlon, 113 Ia. 297, 85 N. W. 90.

19. Missano v. New York, 160 N. Y. 123, 129, 54 N. E. 744.

20. Jones, Neg. Munic. Corp., § 58.

which is held for its own benefit and used for its private gain and advantage.²¹

In many states the fee of the street is in the abutting property owner, the public only possessing a mere easement therein, which is committed to the guardianship of the city as a public trust.²² Where, as in some states, the fee is vested in the municipality, it is so vested in trust for the public. If the control and preservation of the rights of the public in the street on the part of the municipal corporation is to be regarded as in the nature of managing property, municipal liability logically follows where damages result because of negligence in this respect. Although the courts have experienced much difficulty in ascertaining a logical ground upon which to base the doctrine of implied liability of chartered cities, when at the same time it is denied as respect counties, townships and towns without charters, and also denied in other matters wherein the municipal corporation proper is charged with duties relating to governmental affairs, yet whatever may be the true ground the law in most states establishes the liability. The fact alone that the doctrine may be conceded to be exceptional does not prove that it is unjust. *It is fully vindicated by the decisions and has found a firm place as a sound and wholesome rule of law in American jurisprudence.*

§ 2721. Same—minority rule.

The New England commonwealths and a few other states deny all liability, unless imposed by statute, because it is regarded as merely “the neglect of a public duty imposed upon it (the town or city) by law for the benefit of the public, and from the performance of which the corporation receives no profit or advantage.” This view is ably supported by Chief Justice Gray in the leading case of *Hill v. Boston*,²³ where the cases are critically reviewed and the conclusion is adopted that at common law no private action would lie for injuries inflicted on account of failure to repair a highway or bridge, unless the right to such action was given by statute. But the decisive question involved in this case related to the liability of the municipal corporation for maintaining what was claimed to be a defectively constructed public school building, although the case is always cited to support the common-law doctrine of non-liability. On the theory that the repair and regulation of streets is a *governmental duty*, it is expressly

21. *People v. Kerr*, 27 N. Y. 188, 192, 197-200; § 229, *ante*, vol. 1.

22. § 1305, *ante*, vol. 3.

23. 122 Mass. 344, 23 Am. Rep. 332, 6 Am. & Eng. Cor. Cas. 54.

held that the municipality is not liable for defective streets, at common law, in Arkansas,²⁴ California,²⁵ Connecticut,²⁶ Maine,²⁷ Massachusetts,²⁸ Michigan,²⁹ New Jersey,³⁰ Rhode Island,³¹ South Carolina,³² and Vermont.³³ In New Hampshire, this rule of non-liability was recognized at an early day, as to towns,³⁴ but was afterwards denied even as to towns,³⁵ although it has been held many times since, in that state, that the only liability of municipalities for injuries from defective highways is that imposed by statute.³⁶ In *Wisconsin* the rule of non-liability also prevails.³⁷ But even in some of these states denying liability, it has been held that if the "sole and exclusive authority" to "repair" and "maintain" the highways in a municipality is given to a board therein, although the statute does not in express terms impose on the municipality a liability for defective highways, the municipality is liable for such defects, especially where the statute has been practically construed in that way for many years.³⁸

24. *Ft. Smith v. York*, 52 Ark. 84, 12 S. W. 157; *Arkadelphia v. Windham*, 49 Ark. 139, 4 S. W. 450, 4 Am. St. Rep. 32.

25. *Arnold v. San Jose*, 81 Cal. 618, 22 Pac. 877; *Tranter v. Sacramento*, 61 Cal. 271; *Winbigler v. Los Angeles*, 45 Cal. 36; *Taylor v. Manson*, 9 Cal. App. 382, 99 Pac. 410.

26. *Colwell v. Waterbury*, 74 Conn. 568, 573, 51 Atl. 530, 57 L. R. A. 218; *Hewison v. New Haven*, 37 Conn. 475.

Compare, however, *Jones v. New Haven*, 34 Conn. 1, 13, where the court distinguishes between public duties imposed upon a *quasi* corporation without its consent, and where such a corporation voluntarily contracts for a consideration to discharge the duty in question.

27. *Huntington v. Calais*, 105 Me. 144, 73 Atl. 829.

28. *Re Opinion of Justices*, 208 Mass. 625, 95 N. E. 930; *Hill v. Boston*, 122 Mass. 344, 379, 23 Am. Rep. 332, 6 Am. & Eng. Cor. Cas. 54; *Oliver v. Worcester*, 102 Mass. 499; *Barry v. Lowell*, 8 Allen (Mass.), 127.

29. *McEvoy v. Sault Ste. Marie*, 136 Mich. 172, 98 N. W. 1006; *Lynch v. Hubbard*, 101 Mich. 43, 59 N. W. 443; *Roberts v. Detroit*, 102 Mich. 64, 60 N. W. 450, 27 L. R. A. 572; *Face v. Ionia*, 90 Mich. 104, 51 N. W. 184; *McCutcheon v. Homer*, 43 Mich. 483,

5 N. W. 668, 38 Am. Rep. 212; *Detroit v. Blackebey*, 21 Mich. 84, 4 Am. Rep. 450.

30. *Carter v. Rahway*, 55 N. J. L. 177, 26 Atl. 96, *aff'd* in 57 N. J. L. 196; *Pray v. Jersey City*, 32 N. J. L. 394.

31. *Taylor v. Peckham*, 8 R. I. 349, 5 Am. Rep. 578, where it is said: "This liability is one created by statute and can not be enlarged by courts beyond the scope and intention of the statute."

32. *Young v. Charleston*, 20 S. C. 116, 47 Am. Rep. 827.

33. *Hyde v. Jamaica*, 27 Vt. 443, 457.

At any event, in Vermont, an incorporated village is not liable for an injury from a defective street where the duty of keeping the streets in repair is not imposed upon the municipality. *Parker v. Rutland*, 56 Vt. 224.

34. *Farnum v. Concord*, 2 N. H. 392.

35. *Wheeler v. Troy*, 20 N. H. 77.

36. *Wilder v. Concord*, 72 N. H. 259, 56 Atl. 193.

37. *Morrison v. Eau Claire*, 115 Wis. 538, 542, 92 N. W. 280; *Daniels v. Racine*, 98 Wis. 649, 651, 74 N. W. 553.

Compare *Cook v. Milwaukee*, 24 Wis. 270, 1 Am. Rep. 183.

38. *Hall v. Norwalk*, 65 Conn. 310, 315, 32 Atl. 400.

However, in nearly all of these states, *liability is now imposed by statute*, and hence there can be no recovery except as provided for by statute.³⁹

§ 2722. Same—liability as imposed, limited or precluded by statutes.

Statutes relating to liability for defective streets are of two classes, the one class imposing liability in states where no liability exists at common law, and the other class being merely a reiteration, extension or limitation of the common law liability in states where it is held that there is a common law liability. Taking up the former class first, the situation is that in Connecticut, Maine, Massachusetts, Michigan, New Hampshire, New Jersey, Rhode Island, South Carolina, Vermont, and Wisconsin, no liability exists except in so far as imposed by statute⁴⁰ or charter provision.⁴¹ It will be noticed that in this list of states the New England states are unanimous in their opposition to the general rule that a common law liability exists for defective streets, and that only six other states so hold, including Arkansas and California.

These statutes *creating* liability differ more or less in phraseology, and generally are not quite as comprehensive as the common law liability is construed to be in other states. Moreover, these statutes are strictly construed,⁴² and the liability cannot be assumed by contract.⁴³ On the other hand, the liability created by statute cannot be limited by implication.⁴⁴

39. § 2722, *post*.

40. Hoyt v. Danbury, 69 Conn. 341, 351, 37 Atl. 1051; Huntington v. Calais, 105 Me. 144, 73 Atl. 829; Byington v. Merrill, 112 Wis. 211, 88 N. W. 26.

§ 2721, *ante*.

But even in those states where municipal liability for defective streets is denied, and the statute is not applicable to the particular case, recovery may be had for neglect in the construction of water pipes under a street, where the municipality owns its water works. Hand v. Brookline, 126 Mass. 324.

41. Repeal of statute by charter provision. A statute conferring the right to sue municipalities for injuries resulting from defective streets will not be held to have been repealed by implication by a charter provision making the wrongdoer other than the municipality primarily liable and providing that the city shall not be liable until all legal

remedies to enforce the private liability have been exhausted, since such a charter provision will be deemed to be grounded on common law principles. Hay v. Baraboo, 127 Wis. 1, 105 N. W. 654, 3 L. R. A. (N. S.) 84, 115 Am. St. Rep. 977.

42. Bartram v. Sharon, 71 Conn. 686, 694, 43 Atl. 143; Detroit v. Putnam, 45 Mich. 263, 7 N. W. 815.

"Statute is in its nature penal, as well as remedial, and ought to be construed strictly." Moulton v. Sanford, 51 Me. 127, 129, and see Perkins v. Fayette, 68 Me. 152; Brown v. Skowhegan, 82 Me. 273, 276, 19 Atl. 399.

"Liability * * * can not be enlarged by courts beyond the scope and intention of the statute." Taylor v. Peckham, 8 R. I. 349, 5 Am. Rep. 575.

43. Rouse v. Somerville, 130 Mass. 361, 362.

44. Davis v. Leominster, 1 Allen (Mass.), 182; Noyes v. Gardner, 147 Mass. 505, 509, 18 N. E. 423.

In Connecticut, the statute reads: "Any person injured in person or property by means of a defective road or bridge may recover damages from the party bound to keep it in repair."⁴⁵

In Maine, the statute creates liability for injuries received "through any defect or want of repair or sufficient railing, in any highway, townway, causeway or bridge," provided the municipality had twenty-four hours actual notice of the defect or want of repair, and provided the person injured, if he had prior notice of the defect or want of repair, had notified one of the municipal officers thereof.⁴⁶

In Massachusetts, liability is imposed for injuries by reason "of a defect or a want of repair or a want of a sufficient railing in or upon a way, causeway or bridge."⁴⁷

The Michigan statute imposes liability for injuries from failure to keep highways, streets, bridges, sidewalks, crosswalks and culverts "in reasonable repair, and in condition reasonably safe and fit for travel."⁴⁸

45. Gen. St. Conn. 1902, § 2020; *Hillyer v. Winsted*, 77 Conn. 304, 308, 59 Atl. 40; *Hall v. Norwalk*, 65 Conn. 310, 32 Atl. 400.

Defect in plan not within statute. *Hoyt v. Danbury*, 69 Conn. 341, 351, 37 Atl. 1051.

46. Rev. St. Me. 1903, c. 23, § 76.

Maine statutes are held to apply both to obstructions placed upon highways and to defects inherent in the structure of the highway. *Davis v. Bangor*, 42 Me. 522, 527.

But since the statute imposes liability for injuries resulting from any "defect or want of repair," it is held that a tree on a wagon, standing in a street in charge of a driver, is not within the statute. *Davis v. Bangor*, 42 Me. 522.

47. Rev. Laws Mass. 1902, c. 51, §§ 17, 18.

Massachusetts statute relates only to ways "opened and dedicated to public use;" and does not include road laid out by park commissioners across private land. *Jones v. Boston*, 201 Mass. 267, 87 N. E. 589.

Narrowness and crookedness of highway, where cause of injury, is not actionable. *Smith v. Wakefield*, 105 Mass. 473.

48. Comp. Laws Mich. 1897, §§ 3441-3445; *Campbell v. Kalamazoo*, 80 Mich. 655, 45 N. W. 652; *Alexander v. Big Rapids*, 70 Mich. 224, 38 N. W. 227; *Grand Rapids v. Wyman*, 46

Mich. 516, 9 N. W. 833; *Burnham v. Byron Tp.*, 46 Mich. 555, 9 N. W. 851.

Michigan statutes apply only to streets open for public travel, and not to streets which are in course of being graded and paved, and from which the public are excluded. *Southwell v. Detroit*, 74 Mich. 438, 443, 42 N. W. 118.

Statute in Michigan imposes no liability for injuries to abutting lands. *Tatman v. Benton Harbor*, 115 Mich. 695, 74 N. W. 187.

Michigan statute, under rule of strict construction, does not confer right to recover for an injury resulting from the falling of a dead limb from a live tree in the street. *Miller v. Detroit*, 156 Mich. 630, 121 N. W. 490.

Statute authorizing a recovery of damages for injuries to horses or other animals or any cart, carriage or vehicle or "other property" is not inclusive, but the words "other property" mean things of a like kind as those specifically enumerated. *Roberts v. Detroit*, 102 Mich. 64, 60 N. W. 450, 27 L. R. A. 572.

Charter provisions expressly providing that the municipality shall not be liable for certain defects relating to its streets prevail over a general statute imposing liability in such cases. *Maclam v. Marquette*, 148 Mich. 480, 111 N. W. 1079.

In New Hampshire, towns are liable for "damages to any person, his team or carriage, traveling upon a bridge, culvert, or sluiceway, or dangerous embankments and defective railings, upon any highway, by reason of any obstruction, defect, insufficiency or want of repair, of such bridge, culvert, or sluiceway, or dangerous embankments and defective railways, which renders it unsuitable for the travel thereon."⁴⁹ This statute, it would seem,—except as to bridges, culverts and sluiceways,—limits liability to "dangerous embankments and defective railings;" and the word towns is used as applicable to all municipal corporations as well.

In New Jersey, it is held that there is no common law liability, and a statute imposing liability for injuries on roads "in any of the *townships* of this state" has been held not applicable to streets in a municipality,⁵⁰ and no other or later statute has been found, after careful search, imposing any liability on municipalities for defective streets.

In Rhode Island, the statute creates liability to all persons who may in any wise suffer injury to their persons or property" by reason of the neglect to keep highways and bridges in good repair.⁵¹

*The South Carolina statute*⁵² is very broad in its scope, applies to damages to property as well as to person, and includes not only defects in any public way but also makes the municipality liable for injuries received "by reason of defect or mismanagement of *anything under control of the corporation*" within the limits of the municipality. This latter clause has been held broad enough to include mismanagement of a *steam roller* under control of the municipality and while being used in repairing its streets.⁵³

The statute, although construed at one time as limited to misfeasance or nonfeasance connected with the keeping of streets in proper repair,⁵⁴ is also construed so as to give the word "repair" a very broad meaning.⁵⁵

49. Pub. St. N. H. 1901, c. 76, § 1. Statutes in New Hampshire making towns liable for injuries resulting from defective highways, impose liability without regard to whether the municipality was negligent. *Johnson v. Haverhill*, 35 N. H. 74.

50. *Carter v. Rahway*, 57 N. J. L. 196, 30 Atl. 863, aff'g 55 N. J. L. 157, 26 Atl. 96.

51. Gen. Laws R. I. 1909, c. 83, § 12; *Taylor v. Peckham*, 8 R. I. 349, 5 Am. Rep. 578 (not applicable to fall of object from an adjacent building).

52. Code S. C. 1902, § 2023, as am'd in 1901.

53. *Barksdale v. Laurens*, 58 S. C. 413, 416, 36 S. E. 661, and see *Dunn v. Barnwell*, 43 S. C. 398, 21 S. E. 315, 49 Am. St. Rep. 843.

54. *Dunn v. Barnwell*, 43 S. C. 398, 21 S. E. 315, 49 Am. St. Rep. 843.

55. To keep a street in repair means to keep it in such physical condition that it will be reasonably safe for street purposes. It is not enough that its surface should be safe; a street is not in repair when poles

In Vermont, municipalities are made liable only in case of "the insufficiency or want of repair of a *bridge or culvert*,"⁵⁶ and hence there is no other liability in that state at present for defective streets although such a liability existed under earlier statutes.

The Wisconsin statute imposes liability for injuries to person or property "by reason of the insufficiency or want of repairs of any bridge, sluiceway or road,"⁵⁷ and a city was held to come within an earlier statute making "towns" liable.⁵⁸

The second class of statutes include those statutes in states where a liability exists at common law, reiterating or enlarging the rule.⁵⁹ Statutes in other states, where there is a common law liability, *limit or wholly abolish* the liability of the municipality. And it is well settled that the *legislature has power* to limit the liability of municipalities as to defective highways,⁶⁰ or even to *wholly exempt municipalities from any liability* for injuries resulting from defective streets;⁶¹ but a statute will not be construed as exempting a municipality from liability where the language is not clear.⁶² So a charter provision which limits, or entirely takes away the liability of the municipality, is not objectionable as *class legislation*.⁶³ However, it is held in New York, that a statute exempting a city from liability for any misfeasance or non-

or wires or other structures are so placed in or over it as to be dangerous to those making a proper use of the street. *Irvine v. Greenwood*, 89 S. C. 511, 72 S. E. 228.

56. Pub. St. Vt. 1906, § 4029.

57. St. Wis. 1899-1906, § 1339.

58. *Kittredge v. Milwaukee*, 26 Wis. 46.

59. *Rusch v. Davenport*, 6 Ia. 443, 449 (road district co-extensive with city limits).

In West Virginia, the statute embraces injuries to person or property where the way is "out of repair," provided the charter of the municipality requires it to keep the way in repair at the place where the injury is sustained. Code W. Va. 1909, § 1515a, 49 (Acts, 1909, c. 52).

Statute does not authorize a recovery by one who, in common with the community, suffers in his business relations because of the bad conditions of the streets. *Hale v. Weston*, 40 W. Va. 313, 322, 21 S. E. 742.

Statute imposes liability without regard to existence of negligence.

Stanton v. Parkersburg, 66 W. Va. 393, 66 S. E. 514.

60. *Colorado Springs v. Neville*, 42 Colo. 219, 93 Pac. 1096; *Wilmington v. Ewing*, 2 Pennew. (Del.) 66, 43 Atl. 305, 45 L. R. A. 79; *Touhey v. Decatur* (Ind. 1911), 93 N. E. 540.

See also *Lentz v. Dallas*, 96 Tex. 258, 72 S. W. 59, rev'g 69 S. W. 166; *Block v. Fond du Lac*, 141 Wis. 85, 123 N. W. 654.

61. *Parsons v. San Francisco*, 23 Cal. 462; *Touhey v. Decatur* (Ind. 1911), 93 N. E. 540.

However, if there is a constitutional provision guaranteeing to every person a remedy by due course of law for injury done him in person or property, and there is a common law liability for defective streets, the legislature can not entirely take away the remedy. *Mattson v. Astoria*, 39 Ore. 577, 65 Pac. 1066, 87 Am. St. Rep. 687.

62. *Birmingham v. Starr*, 112 Ala. 98, 20 So. 424; *Denver v. Williams*, 12 Colo. 475, 21 Pac. 617.

63. *Maclam v. Marquette*, 148 Mich. 480, 111 N. W. 1079.

feasance of the common council or of any of the city officials in the discharge of any duty imposed upon them as officers, does not relieve the municipality of liability for failure to perform a corporate function, such as the keeping of streets in repair.⁶⁴

Having the power to deny to individuals a right of action against municipalities for injuries resulting from defective streets, the legislature may impose any *conditions* which it chooses to prescribe.⁶⁵ So *home rule charters* may require ten days written notice to the municipality, prior to the accident, of the existence of a defect in a street or sidewalk, as a condition precedent to liability for damages caused thereby to individuals.⁶⁶ And it is well settled that the legislature may require *notice of the injury* to be served on a certain municipal officer or officers, within a specified time after the injury, under penalty of being deprived of the right to sue.⁶⁷

§ 2723. Same—states in which there is no liability, common law or statutory.

In *Arkansas*, "it is settled * * * that a city is not liable for *nonfeasance* in failing to put the streets in repair,⁶⁸ or in failing to keep them in repair,"⁶⁹ although it seems that there is liability for *misfeasance* of municipal officers or agents;⁷⁰ and the same rule applies to bridges.⁷¹ And in that state there is no statute imposing liability.

In *California*, there is no common law liability,⁷² no general statute imposing liability, and the only liability is that imposed by charter provisions. It seems, also, that there is no statutory liability in *New Jersey* as to cities although there is statutory liability as to townships.⁷³ So in *Vermont* the only liability is for defects in bridges.⁷⁴

§ 2724. Extent of liability, and essentials of cause of action.

The rule of law which imposes the obligation upon municipal corporations to keep their streets and public ways reasonably safe for travel in the ordinary modes, by night as well as by day, is a comprehensive one. Municipal liability may arise for any wrongful act which makes the use of the

64. *Bieling v. Brooklyn*, 120 N. Y. 98, 24 N. E. 389.

65. *Schligley v. Waseca*, 106 Minn. 94, 118 N. W. 259.

66. *Schigley v. Waseca*, 106 Minn. 94, 118 N. W. 259.

§ 2812, *post*.

67. § 2714, *ante*.

68. *Arkadelphia v. Windham*, 49 Ark. 139.

69. *Collier v. Ft. Smith*, 73 Ark. 447, 448, 84 S. W. 480; *Fort Smith v. York*, 52 Ark. 84.

70. *Collier v. Ft. Smith*, 73 Ark. 447, 84 S. W. 480.

71. *Gray v. Batesville*, 74 Ark. 519.

72. § 2721, *ante*.

73. § 2722, *ante*.

74. § 2722, *ante*.

way unsafe, *first*, whether it is done by the municipality itself, its officers or servants, or by others under its authority, which would constitute misfeasance on the part of the corporation, or *second*, by third persons, which would constitute neglect of the corporation in omitting to put streets in repair or failure to remedy the causes of danger occasioned by the wrongful acts of others, as by removing obstructions therefrom, or dangerous excavations therein. In either case the proximate cause of the injury, in the language of the law, would be the want of due care or skill on the part of the corporation.

In order to recover for injuries sustained because of the defective condition of a street, the following facts must be shown:

1. A *defective condition* such as to create liability, provided the other necessary elements are present. This condition may be one created by the municipality or by third persons.⁷⁵

2. *Actual or constructive notice* to the municipality of the defective condition of the street, before the accident.⁷⁶ The exceptions, when notice is not necessary, are (1) where the defect is created by municipality,⁷⁷ (2) where the defect is caused by a licensee, under a permit granted by the municipality,⁷⁸ or (3) where a statute or charter provision otherwise provides.

3. *Time to put the street in a reasonably safe condition*, after notice (where notice is necessary) of the defect.⁷⁹

4. It must appear that the defective condition of the street was the *proximate cause* of the injury.⁸⁰

5. No recovery can be had if the person injured was guilty of *contributory negligence*.⁸¹

6. *Notice of the injury* and the cause thereof must be given, within a certain time after the accident, as provided for by statutes or charter provisions, in most states.⁸²

§ 2725. Purposes for which street must be kept in condition.

Ordinary care must be exercised to keep a street in safe condition for the purposes for which streets are intended to be used *and for no other purpose*. Furthermore, particular parts of the street are ordinarily set apart for particular purposes. Thus, the *sidewalk* is for pedestrians, the *driveway* is primarily for horses and vehicles, the *cross-walks* are for

75. § 2750, *post*.

76. §§ 2807-2818, *post*.

77. § 2808, *post*.

78. Some conflict in decisions,

however, § 2751, *post*.

79. § 2729, *post*.

80. §§ 2842-2854, *post*.

81. §§ 2819-2839, *post*.

82. § 2714, *ante*.

both pedestrians, horses and vehicles, *boulevards* are sometimes for pleasure vehicles or light teaming only, and the space between the sidewalk and the curb is often set apart for grass, trees, etc. It seems to necessarily follow that the sidewalk need not be kept in such condition that teams can drive on and along it,⁸³ although the driveway is used so much by pedestrians in crossing over it at points other than the regular crossings that it would seem that ordinary care must be exercised to keep it safe for pedestrians, but the latter must exercise a greater amount of care than when walking on a sidewalk.⁸⁴ It has been contended that a municipality is under no legal obligation to keep the driveway of its street longitudinally in a fit condition for *pedestrians*, but it was held that even "if this must be accepted as the general rule of law, * * * there are exceptions to the rule;" and that if the municipality has impliedly designated a particular portion of a driveway for the use of pedestrians, as for instance at a point used by passengers to alight from street cars, such portion of the street must be kept reasonably safe for pedestrians.⁸⁵ Moreover streets need be kept in such condition as to be safe for *runaway horses*⁸⁶ or the like. And it seems that if the street is reasonably safe for traffic in general the municipality is not liable because the street is not reasonably safe for bicycles,⁸⁷ roller skates,⁸⁸ or the like. So the duty to keep streets in repair does not extend to keeping the highway in such condition that the *blind*,⁸⁹ the *infirm*,⁹⁰ and *intoxicated persons*⁹¹ can use it with safety, provided reasonable diligence has been exercised to make the highway safe for persons in normal condition. The same rule applies to the safety of the street for *runaway horses*.⁹²

§ 2726. Not liable unless negligent: "reasonable" care necessary.

Unless it is otherwise provided by statute;⁹³ in the ab-

83. §§ 2743, 2755, *post*.

84. § 2831, *post*.

85. *Maxey v. East St. Louis*, 158 Ill. App. 627, 630.

86. See § 2854, *post*.

87. § 2759, *post*.

88. § 2753, *post*.

89. *Foy v. Winston*, 135 N. C. 439, 47 S. E. 466.

§ 2835, *post*.

90. Where a sidewalk is reasonably safe for pedestrians not compelled to use canes, the municipality is not liable for injuries caused by a cane going through a crack between two decayed boards. *Hardon v. Jack-*

son, 137 Mich. 271, 100 N. W. 389, 66 L. R. A. 986.

§ 2835, *post*.

Compare, however, *Short v. Spokane*, 41 Wash. 257, 83 Pac. 183, where real point was as to measure of damages.

91. *Covington v. Lee*, 28 Ky. L. Rep. 492, 89 S. W. 493, 2 L. R. A. (N. S.) 481.

§ 2836, *post*.

92. *Hungerman v. Wheeling*, 46 W. Va. 761, 34 S. E. 778.

§ 2854, *post*.

93. § 2722, *ante*.

sence of negligence on its part, a municipality is not liable for injuries occurring on its streets.⁹⁴ Thus, if the defective condition was caused by an *act of God*, such as an extraordinary rainfall which could not have been foreseen by ordinary care, the municipality is not liable.⁹⁵ In brief, the municipality is never an *insurer against accidents*,⁹⁶ nor a *guarantor* of the safety of travelers on its streets.⁹⁷ Moreover, the doctrine of *res ipsa loquitur* is usually held not applicable.⁹⁸ And

94. *Streator v. Liebendorfer*, 71 Ill. App. 625; *Indianapolis v. Slider* (Ind. App. 1911), 95 N. E. 334; *Huntington v. Bartrom* (Ind. App. 1911), 95 N. E. 544; *Holbert v. Philadelphia*, 221 Pa. 266, 70 Atl. 746.

Explosion. Not liable where traveler was injured by an explosion at a manhole in a street, where steam pipes were laid so near gas pipes that the latter leaked, there being no showing of negligence on the part of the municipality. *Hunt v. New York*, 109 N. Y. 134, 16 N. E. 320.

95. *Schellch v. Wilmington*, 7 Pennw. (Del.), 74 Atl. 367.

Act of God is defense. *Beattie v. Detroit*, 137 Mich. 319, 100 N. W. 574.

96. *Colorado*. *Denver v. Maurer*, 47 Colo. 209, 106 Pac. 875.

Delaware. *Colbourn v. Wilmington*, 4 Pennw. (Del.) 443, 56 Atl. 605; *Stidham v. Delaware City*, 6 Pennw. (Del.) 359, 67 Atl. 175.

Idaho. *Miller v. Mullan*, 17 Idaho, 28, 104 Pac. 660.

Illinois. *Boender v. Harvey*, 251 Ill. 228, 95 N. E. 1084; *Nokomis v. Farley*, 113 Ill. App. 161.

Kentucky. *Lexington v. Cooper*, (Ky. 1912), 145 S. W. 1127; *Louisville v. Uebelhor*, 142 Ky. 151, 134 S. W. 152; *Elam v. Mt. Sterling*, 132 Ky. 657, 117 S. W. 250, 20 L. R. A. (N. S.) 512.

Missouri. *Carvin v. St. Louis*, 151 Mo. 334, 347, 52 S. W. 210.

Montana. *Martin v. Butte*, 34 Mont. 281, 86 Pac. 264.

Nebraska. *Walters v. Exeter*, 87 Neb. 125, 126 N. W. 868.

New York. *Hartnet v. New York*, 127 N. Y. S. 295.

Ohio. *Dayton v. Glaser*, 76 Ohio St. 471, 81 N. E. 991.

Virginia. *Portsmouth v. Lee* (Va. 1911), 71 S. E. 630.

West Virginia. *Van Pelt v. Clarksburg*, 42 W. Va. 218, 24 S. E. 878.

6 McQ. 17

A municipal corporation is not under the obligation to keep its streets absolutely safe for persons passing over any part of them. Its duty is only to exercise ordinary care to keep its streets and sidewalks reasonably safe for persons using them who are themselves exercising ordinary care. *Brennan v. Streator* (Ill. 1913), 100 N. E. 266.

Meaning of "absolute duty" as used in decisions, in *West Virginia*. "When we are told, as in *Chapman v. Milton*, 31 W. Va. 384, 7 S. E. 22, and *Gibson v. City of Huntington*, 38 W. Va. 177, 18 S. E. 447, that the liability of cities and towns for injuries by reason of streets being out of repair is *absolute*, we must not be misled. It is meant that, when the basis or cause of the liability exists, that liability is absolute, in the sense that no want of notice or other excuse for the defect in the street will exonerate the town. But this idea of absoluteness does not refer at all to the cause of liability, but only to the liability when it exists. It does not mean that the state of the street must be perfect." *Yeager v. Bluefield*, 40 W. Va. 484, 21 S. E. 752.

97. *Lexington v. Cooper* (Ky. 1912), 145 S. W. 1127.

98. *Res ipsa loquitur*. "While a city may construct, reconstruct, and repair its streets, and may in other ways exercise control over its streets, yet there is no such management or control on its part as will justify the application of the doctrine of *res ipsa loquitur*. Streets are not only built and maintained for the use of, but are in constant use by, the traveling public. Being in constant use by the traveling public, streets which are properly constructed and are in every respect suitable for public travel may immediately become defective or dangerous from such constant use. Indeed, in the majority of cases the

inasmuch as municipalities are liable for injuries upon highways only when negligent in regard to the condition of the way, the mere fact that an injury happened, from a condition which reasonable men in general would not consider unsafe, is not enough to create a liability. A plaintiff must show, in order to recover, not that an injury has happened which no one would have anticipated, but that there were conditions such that the authorities, in the exercise of proper care, ought to have realized that there was danger of an injury, and to have taken precautions to prevent it.⁹⁹

The basis of recovery being negligence, the next question is what is negligence in so far as the condition of streets is concerned? How careful and painstaking must the municipality be? The answer to all of this, so far as to the rule as to *degree of care* is concerned, is without dissent, unless perhaps indirectly. *Reasonable, i. e. ordinary, care* is required.¹

It should always be kept in mind that the *degree* of care never changes, but that the *amount* of care which must be used to constitute ordinary or reasonable care varies according to the circumstances of the particular case, unless otherwise provided by statute.² Many cases contain the

probability of their becoming defective or dangerous from their continuous use by the public is much greater than that growing out of their defective or dangerous construction, reconstruction, or repair. To say, therefore, that the breaking or slipping of a stone, shown to be in every way sufficient for the purpose of covering a culvert, is of itself evidence of its insufficiency or negligent placement, when, as a matter of fact, its condition or improper position may have been due to its being struck by a vehicle a few minutes before the accident occurred, would often impose upon a city a liability for an accident when the city was not only free from negligence, but had used the utmost care to maintain its streets in a reasonably safe condition for public travel. For this reason, we conclude that the doctrine of *res ipsa loquitur* should not be applied in cases of personal injury growing out of the dangerous and defective condition of the streets of a city." *Corbin v. Benton* (Ky. 1913), 152 S. W. 241.

99. *Cammett v. Haverhill*, 197 Mass. 76, 83 N. E. 331.

1. *Connecticut. Landolt v. Norwich*, 37 Conn. 615.

Illinois. Salem v. Webster, 192 Ill. 369, 61 N. E. 323.

Minnesota. Sumner v. Northfield, 96 Minn. 107, 104 N. W. 686.

Missouri. Howard v. Madrid, 148 Mo. App. 57, 127 S. W. 630.

Nebraska. Strubble v. De Witt, 81 Neb. 504, 116 N. W. 154.

South Carolina. Corry v. Columbia, 88 S. C. 553, 71 S. E. 49; *Berry v. Greenville*, 84 S. C. 122, 65 S. E. 1030.

Utah. Bills v. Salt Lake City, 37 Utah, 507, 109 Pac. 745.

Virginia. Richmond v. Mason, 109 Va. 546, 65 S. E. 8.

Many other cases stating this elementary proposition are to be found in the digests.

Must use "reasonable care and prudence in detecting and remedying any defect which it might be fairly anticipated would be dangerous and liable to cause an accident." *Butler v. Oxford*, 186 N. Y. 444, 79 N. E. 712.

Putting a light at the place of the accident does not bear on the question of negligence but only on that of contributory negligence. *Giffen v. Lewiston*, 6 Idaho, 231, 55 Pac. 545.

2. The degree of safety is sometimes fixed by statute as by requiring sidewalks to be kept in "reasonable"

statement that a municipality must keep its streets and sidewalks in a *reasonably safe condition*,³ but these statements are erroneous, independent of statute, if they are to be construed as requiring anything more than *reasonable care* to keep the street and sidewalk *safe*.⁴ However, the statement is true in so far as it is construed as limiting the liability of the municipality and preventing it from being liable for all injuries on the streets.

The question is then presented, *what is reasonable care?* It is held that the ordinary care required of a municipality as to its streets means that degree of care which might reasonably be expected from an ordinarily prudent person under the circumstances surrounding the party at the time of the injury,⁵ and a municipal officer cannot himself establish a standard of care by his previous work.⁶ Plaintiff need not show that the way was "unreasonably dangerous."⁷ Little satisfaction can be obtained, however, from the general definition; but whether the street was reasonably safe, at the

repair. *Phalen v. Detroit*, 126 Mich. 683, 86 N. W. 126.

3. *Covington v. Belser*, 137 Ky. 125, 123 S. W. 249; *Kawlecka v. Superior*, 136 Wis. 613, 118 N. W. 192.

Must be reasonably safe for the purposes for which the portion of the street is intended. *Boender v. Harvey*, 251 Ill. 228, 95 N. E. 1084.

4. It is not the duty of a municipality to keep its highway in a *reasonably safe condition*, but the only duty is to exercise *reasonable or ordinary care* to keep it reasonably safe. *Beardstown v. Clark*, 104 Ill. App. 568, *aff'd in* 204 Ill. 524, 68 N. E. 378.

However, where a municipality has, by its own positive and affirmative act, placed a dangerous obstruction in a street, the duty exists, at least as to such obstruction, to have the streets in a reasonably safe condition. *Yearance v. Salt Lake City*, 6 Utah, 398, 24 Pac. 254.

5. *Norman v. Teel*, 12 Okla. 69, 69 Pac. 791.

Ordinary diligence is that care which every prudent municipality takes to put its streets in safe order and keep them so. *Wilson v. Atlanta*, 63 Ga. 291.

Definitions of ordinary care, see *Rockwall v. Heath* (Tex. Civ. App.), 90 S. W. 514; *Cordele v. Jeter* (Ga. App. 1911), 71 S. E. 589.

Must use reasonable care propor-

tionate to the damage liable to result from its failure to do so. *Schellich v. Wilmington*, 1 Boyce (24 Del.), 74 Atl. 367.

Question for jury. The law fixes the standard of duty as reasonable care, and it can not be left to the judgment or caprice of a jury to establish any other standard. The necessity for and the plan of municipal improvements are matters within the discretion of the municipal authorities. The question of necessity is never for a jury, and the question as to the plan is not whether the best and safest plan has been adopted, but whether that adopted is reasonably safe; and reasonable safety, as in the case of machinery and methods, is to be determined by the *standard of ordinary usage*. *Reed v. Tarentum*, 213 Pa. 357, 62 Atl. 928.

6. "As to the contention that the city street commissioner was guilty of no negligence because this was the way he filled all such holes, we can not give our approval. The jury were at liberty to find that he had been negligent in filling all of them. He could not establish a standard of care and safety by his own conduct in that regard." *Heberling v. Warrensburg*, 204 Mo. 604, 103 S. W. 36.

7. *Brown v. Pierce*, 78 Neb. 623, 111 N. W. 366; *Fisher v. Geneseo*, 154 Ill. App. 288.

time of the injury, is to be determined by the *particular circumstances of each case*,⁸ and the question is a practical one, not calling for expert testimony.⁹

In the application of the rule requiring reasonable care, to particular sets of facts, it is held that if the street has once been constructed in a safe condition, the only duty of the municipality is to exercise reasonable care in the discovery and repair of defects;¹⁰ that the duty to observe the condition of its streets, according to most of the decisions, is a greater one than the duty of the traveler.¹¹

The duty extends to reasonable care to keep the streets reasonably safe for travel in the ordinary modes *by night* as well as by day,¹² and *in winter* as well as summer,¹³ and the *degree* of care does not vary with the *size of the street*,¹⁴ nor with the *number of miles of streets* and sidewalks in the municipality,¹⁵ nor with the size of the city.¹⁶ On the other hand, the same *amount* of care is not required as to an alley as is required on streets, unless the alley has by its use in fact become a public street.¹⁷ Thus, *ordinary care* is required in all cases, whether the street or sidewalk is in a populous or sparsely inhabited part;¹⁸ but a greater *amount* (not *degree*) of care is required as to driveways and sidewalks in populous and much traveled parts of the

8. *Wilson v. Wheeling*, 19 W. Va. 323, 42 Am. Rep. 780.

9. *Warren v. Independence*, 153 Mo. 593, 55 S. W. 227; *Goble v. Kansas City*, 148 Mo. 470, 50 S. W. 84.

10. *Peake v. Superior*, 106 Wis. 403, 82 N. W. 306.

11. § 2815, *post*.

12. *Rome v. Dodd*, 58 Ga. 238; *Milledgeville v. Cooley*, 55 Ga. 17; *Styles v. Decatur*, 131 Mich. 443, 91 N. W. 622; *Ord v. Nash*, 50 Neb. 335, 69 N. W. 964.

§ 2829, *post*.

13. *Short v. Spokane*, 41 Wash. 257, 83 Pac. 183.

14. The amount of care requisite to guard excavations may also depend upon atmospheric conditions—greater care being required in a snowy, dark or stormy night than in a clear moonlight night. *Wells v. Lisbon*, 21 N. D. 34, 128 N. W. 308.

§ 2822, *post*.

15. *Iowa*. *Lindsay v. Des Moines*, 68 Ia. 368, 27 N. W. 283.

Kansas. *Wichita v. Coggs*, 3 Kan. App. 540, 43 Pac. 842.

Michigan. *Moore v. Kalamazoo*, 109 Mich. 176, 66 N. W. 1089.

Missouri. *Barr v. Kansas City*, 105 Mo. 550, 16 S. W. 483.

Nebraska. *Lincoln v. Smith*, 28 Neb. 762, 45 N. W. 41.

Ohio. *Cincinnati v. Frazier*, 19 Ohio Cir. Ct. Rep. 604.

Compare *O'Brien v. Woburn*, 184 Mass. 598, 69 N. E. 350; *Crawford v. New York*, 74 N. Y. S. 261, 68 App. Div. 107.

16. *Barr v. Kansas City*, 105 Mo. 550, 16 S. W. 483; *Barr v. Fairfax*, 156 Mo. App. 295, 137 S. W. 631.

17. See *Musick v. Latrobe*, 184 Pa. St. 375, 39 Atl. 226, where the statement is that the same degree of care is not necessary. This is not strictly true. The same degree of care, *i. e.*, ordinary or reasonable care, is necessary in all cases in regard to highways, whether the driveway, sidewalk or an alley, or whether it is in a populous portion of the municipality.

18. *Bunker Hill v. Pearson*, 46 Ill. App. 47.

§ 2737, *post*.

See also *McLeansboro v. Lay*, 29 Ill. App. 478; *Vandalia v. Ropp*, 39 Ill. App. 344.

municipality than with reference to such ways in parts of the municipality where the way is used less frequently.¹⁹ So a greater *amount* of care may be necessary where a thing in the street was erected by the municipality itself than when erected by others.²⁰

§ 2727. Prior accidents at same place as sufficient to show negligence.

Prior accidents at the precise place where plaintiff was injured, and caused by the same defect or obstruction, do not necessarily show negligence on the part of the municipality. The rule in regard to this matter is well stated by Justice Hiscock of the New York Court of Appeals in a recent decision as follows: "When an alleged defect or obstruction is of such a character that it possibly may be made the basis of an action for negligence and the question is debatable which way the decision shall go, evidence of prior accidents very well may be received and utilized for the purpose of showing that, tested by actual experience, it has proved dangerous and naturally calculated to cause accidents. *This evidence of prior accidents cannot, however, be sufficient of*

19. *Delaware*. Seward v. Wilmington, 2 Marv. (Del.) 189, 42 Atl. 451.

Idaho. Miller v. Mullan, 17 Idaho, 28, 104 Pac. 660.

Illinois. Rockford v. Hollenbeck, 34 Ill. App. 40.

Indiana. Huntington v. Boston (Ind. App. 1911), 95 N. E. 544.

Minnesota. Sundell v. Tintah, 117 Minn. 170, 134 N. W. 639; Neldhardt v. Minneapolis, 112 Minn. 149, 127 N. W. 484.

Mississippi. Whitfield v. Meridian, 66 Miss. 570, 6 So. 244, 4 L. R. A. 834, 14 Am. St. Rep. 596 (but drop of six feet in sidewalk held negligence).

Missouri. Miller v. Canton, 112 Mo. App. 322, 87 S. W. 96.

Greater care may be required to keep sidewalks free from obstructions where the street is much traveled than where it is little used. Shreve v. Ft. Wayne (Ind. 1911), 96 N. E. 7.

It was sensibly observed in the case of Glasier v. Town of Hebron, 131 N. Y. 452, 30 N. E. 240, that "a thronged thoroughfare in a populous city would require much more attention in regard to its condition as to safety on the part of the officers of the corporation, than would any ordinary highway running through a

sparsely settled district of a town." McKone v. Warsaw, 187 N. Y. 336, 80 N. E. 212.

Bypaths in unimproved and untraveled parts of streets need not be kept in good sidewalk condition. Colton v. Kansas City (Mo. App. 1912), 145 S. W. 494.

20. "It was competent for the defendant to show that the pole was not unlawfully upon the street, but had been erected by a corporation that had a legal right to erect it and upon whom the duty to maintain it in a safe condition primarily rested. This fact would not have relieved the defendant from the duty of supervision and inspection, but its duty would have been secondary and the rule in relation thereto is less stringent than that which would apply if the pole had been unlawfully upon the street or had been erected by it and was under its sole management." Per Chief Justice Fell in Kost v. Ashland (Pa. 1912), 84 Atl. 691. But what is "reasonable or ordinary" care, in a particular case, will depend to a large extent on the nature and location of the way, and this is what is really meant by this decision.

itself to sustain a charge of negligence and to lay the foundation for damages because of the maintenance of some particular construction of pavements, sidewalks, or buildings. There must be evidence of such a fundamental condition of the thing under scrutiny as will at least permit the inference that the party complained of has failed to discharge the duties reasonably and fairly imposed on him by law. If the full description of the alleged defect in a municipal case shows that it was not naturally dangerous, and must almost inevitably occur in the many street miles of city unless a grievously burdensome degree of care and expense is to be exacted, a recovery will not be allowed even though witnesses do testify to prior accidents. The familiar rule of *damnum absque injuria* will be applied, and travelers' mishaps will be charged to their own carelessness or to unavoidable mischance rather than to the treasury of the city."²¹

§ 2728. Duty cannot be delegated so as to shift liability.

A municipal corporation cannot delegate the construction and care of its streets and sidewalks to a private individual or corporation, or even to a *quasi* public corporation, and thereby evade its responsibility for such care and supervision, and thus escape liability for any damage resulting from the failure of the person or corporation, to whom such care and supervision are delegated, to use that reasonable care and diligence to keep such streets or sidewalks in a reasonably safe condition for travel, which devolves primarily upon the municipal corporation itself.²² The obligation of keeping the streets in proper condition belongs to the municipality itself, and is a continuous one which cannot be shifted to another.²³ "A city owns and controls its street as a trustee for the public. It, therefore, stands charged by the law with the primary and bounden duty of keeping them free from nuisances, defects, and obstructions caused by itself or third parties if it (in the latter instance) has actual or constructive notice

21. *Gastel v. New York*, 194 N. Y. 15, 86 N. E. 833, per Justice Hiscock.

Evidence of similar injury to another at the same place, held inadmissible. *Goble v. Kansas City*, 148 Mo. 470, 50 S. W. 84.

22. *Severa v. Battle Creek (Mich.)*, 129 N. W. 186.

23. *St. Louis v. Conn. Mut. Life Ins. Co.*, 107 Mo. 92, 17 S. W. 637; *Norton v. St. Louis*, 97 Mo. 537, 11 S. W. 242; *Franke v. St. Louis*, 110 Mo. 516, 19 S. W. 938.

If the duty to repair streets has accrued, it can not be avoided because auxiliary powers and duties are afterwards conferred by the legislature upon the police department. *Kunz v. Troy*, 104 N. Y. 344, 10 N. E. 442, 58 Am. Rep. 508.

No defense that the abutting property was in charge of police commissioners appointed by the governor. *Osborne v. Detroit*, 32 Fed. 36, 41.

Contract with another to repair the streets no defense. *Jacksonville, v. Drew*, 19 Fla. 106, 45 Am. Rep. 5.

thereof in time to abate the nuisance, remove the obstruction, or repair the defect. *It cannot shirk that duty, or shift it over to, or halve it with, others.*"²⁴ Thus, delegation by the city of control of a street to a *contractor* is no defense.²⁵ So the act of a municipality in simply ordering a sidewalk repaired by one of its officers, does not, of itself, relieve the municipality from liability.²⁶ And a city cannot relieve itself of the duty to put up sufficient barriers to warn or guard persons passing upon its streets by showing an *agreement with an independent contractor* to protect and guard an excavation made in its streets.²⁷ Likewise, a municipality cannot avoid the legal responsibility of keeping its streets in a reasonable safe condition by inserting a clause in the agreement with the contractor, making him liable for all injuries occasioned by his neglect in making repairs,²⁸ and hence it is no defense that the accident occurred before the termination of the period of years a city contractor was required to keep the street in repair.²⁹ It is immaterial, as respects the primary liability of the city in such case, whether it is or is not inserted in its agreement with the contractor, for in no instance can the city surrender or abdicate the duty imposed upon it of keeping its streets and sidewalks in a proper condition.³⁰ So where a city was excavating under a street car track, the duty to guard and warn the public of the danger cannot be delegated to employees of the street railway company so as to relieve the municipality from liability.³¹

From what has been said it follows that municipal liability for defective *sidewalks* arises without regard as to who constructed them or whether the city ordered their construction. Thus, if instead of providing sidewalks as the public convenience may require, and putting them in a reasonably safe condition, the city permits the proprietors of adjoining property to construct sidewalks of their own in the street, it will be liable for all damages resulting from their unsafe condition.³²

24. *Benton v. St. Louis*, 217 Mo. 687, 700, 118 S. W. 418.

In accordance with the principle stated the city can not evade, suspend, or cast upon others, by any act of its own, even by ordinance, this duty to properly care for its streets and sidewalks. *Grogan v. Broadway Foundry Co.*, 87 Mo. 321.

25. *Patterson v. Austin* (Tex. Civ. App.), 29 S. W. 1139.

26. *Atherton v. Bancroft*, 114 Mich. 241, 246, 72 N. W. 208.

27. *Welch v. St. Louis*, 73 Mo. 71; *Russell v. Columbia*, 74 Mo. 480;

Britton v. St. Louis, 120 Mo. 437, 25 S. W. 366.

§ 2796, *post*.

28. *Blake v. St. Louis*, 40 Mo. 569.

29. *Harvey v. Chester*, 211 Pa. 563, 61 Atl. 118.

30. See *Blumb v. Kansas City*, 84 Mo. 112.

31. *O'Neil v. Chelsea*, 208 Mass. 307, 94 N. E. 279.

32. *Hill v. Sedalia*, 64 Mo. App. 494; *Oliver v. Kansas City*, 69 Mo. App. 79; *Haine v. Kansas City*, 76 Mo. 438, § 2743, *post*.

Street required to be kept in repair by grantee of franchises. Under some statutes, as to portions of a street required to be kept in repair by a railroad company, the municipality is not liable.³³ However, unless it is otherwise provided by statute, the fact that a railway company, by statute,³⁴ its charter,³⁵ or contract,³⁶ is required to keep a part of the street in repair, does not absolve the municipality from liability for injuries caused by defects in such portions. So an ordinance providing that the *receiver* of a street railway company should keep a portion of the street in repair does not release the municipality from liability.³⁷ *A fortiori*, a municipality is not absolved from liability by permitting railroad tracks along the street.³⁸ On the other hand, a municipality is not liable because its license to a street railway company to use the streets required the company to lay and maintain its track in a specified manner, and the company has not conformed to the ordinance, since a municipality is not liable for a failure to enforce its ordinances.³⁹

33. *Scanlan v. Boston*, 140 Mass. 84, 2 N. E. 787; *Whitcher v. Somerville*, 138 Mass. 454.

Statute applies only to the tracks and not to the located limits. *Noyes v. Gardner*, 147 Mass. 505, 18 N. E. 423, 1 L. R. A. 354.

Not apply to street railroads. *Hyde v. Boston*, 186 Mass. 115, 71 N. E. 118.

In *Massachusetts*, statute as to street railways required repair of streets, so far as occupied by street railways, by them. It was held nevertheless that city was liable where the construction and condition of the rail and grating at the place of the accident were improper and unnecessary. *Cammett v. Haverhill*, 197 Mass. 76, 83 N. E. 331.

34. *Indiana*. *Indianapolis T. & T. Co. v. Springer* (Ind. App. 1911), 93 N. E. 707.

Massachusetts. *Hawks v. Northampton*, 116 Mass. 420; *Bailey v. Boston*, 116 Mass. 423.

New York. *Binniger v. New York*, 81 N. Y. S. 226, 80 App. Div. 438.

Rhode Island. *Warren Bros. Co. v. Taylor*, 29 R. I. 96, 69 Atl. 303.

Texas. *Galveston, H. & S. A. R. Co. v. White* (Tex. Civ. App.), 32 S. W. 186.

"The liability of a municipal corporation can not be evaded because of the statutory duty of a railroad company to keep its crossings in safe

condition for travel. The duty of a city to exercise reasonable care to keep its streets in proper condition, or compel a railroad company to do so, is a primary duty and can not be delegated or avoided by any act of the city. The statute only gives the city power to compel a railroad company to repair its crossings without expense to the municipality, and the failure to exercise this power imposes the liability for any injuries arising therefrom upon the city." *Hammond v. Jahnke* (Ind. 1912), 99 N. E. 39.

35. *Watson v. Tripp*, 11 R. I. 98, 23 Am. Rep. 420.

36. *Chicago v. Kubler*, 133 Ill. App. 520, 524; *Kansas City v. Orr*, 62 Kan. 61, 61 Pac. 397, 50 L. R. A. 783; *Union St. R. Co. v. Stone*, 54 Kan. 83, 37 Pac. 1012; *People v. Brooklyn*, 65 N. Y. 349; *Philadelphia v. Weller*, 4 Brewst. (Pa.) 24; *Aiken v. Philadelphia*, 9 Pa. Super. Ct. 502; *Louisville v. Bott's Adm'x* (Ky. 1913), 152 S. W. 529.

See also *Steubenville v. McGill*, 41 Ohio St. 235.

37. *Bober v. Chicago*, 155 Ill. App. 561, 566.

38. *Campbell v. Stillwater*, 32 Minn. 308, 20 N. W. 320, 50 Am. Rep. 567.

39. *Michigan City v. Boeckling*, 122 Ind. 39, 23 N. E. 518, where, however, city was held liable on

Shifting liability on abutters. The municipality is not relieved from liability for defects in sidewalks by the fact that it has imposed the duty on abutters to keep their sidewalks in repair, nor because the primary liability for injuries resulting from defective sidewalks is otherwise imposed on abutting owners.⁴⁰ So serving a notice on adjoining owners to repair sidewalks does not preclude liability.⁴¹ So a promise of the abutter to repair, after ordered to do so, is no defense.⁴²

§ 2729. Necessity for lapse of time between notice of defect and time of accident.

One of the elements going to make up a cause of action for damages for injuries from a defective street is the *lapse of sufficient time before the injury, after actual or constructive notice of the defect or obstruction, to afford the municipal corporation a reasonable opportunity to make the repair or guard or remove the obstruction.* A reasonable time to make repairs or remove obstructions, after the municipality has, or should have, knowledge of the defect or obstruction, must elapse before it can be held liable for injuries resulting from such defect or obstruction.⁴³ *What is a reasonable time*

ground of defect in street where car rails in streets projected four inches above the planked surface.

40. *Alabama.* Lord v. Mobile, 113 Ala. 360, 21 So. 366.

Florida. Authority conferred on city to require abutters to construct sidewalks and keep them in repair does not relieve the city of liability for injuries from defective sidewalks. Pensacola v. Jones, 58 Fla. 208, 50 So. 874.

Massachusetts. Negligence of an abutting owner does not relieve the municipality of liability for injuries received from defective streets or sidewalks. Campbell v. Boston, 189 Mass. 7, 75 N. E. 96.

Nebraska. Lincoln v. Pirner, 59 Neb. 634, 81 N. W. 846; Lincoln v. O'Brien, 56 Neb. 761, 77 N. W. 76.

New York. Niven v. Rochester, 76 N. Y. 619; Wallace v. New York, 18 How. Pr. (N. Y.) 169.

United States. Webster v. Beaver Dam, 84 Fed. 280.

Municipality can not escape liability on the ground that it can only repair sidewalks when the property owner fails to do it within the time fixed by the council. Dallas v. Myers (Tex. Civ. App.), 55 S. W. 742; Dallas

v. Jones (Tex. Civ. App.), 54 S. W. 606.

Power to require the construction of sidewalks by abutters is no defense. Manchester v. Hartford, 30 Conn. 118.

No defense that sidewalk was built and repaired by assessment on the adjacent property. Shippy v. Ausable, 85 Mich. 280, 48 N. W. 584.

Statutory provisions for payment of expenses of repairs of sidewalks by abutters no defense. Cuthbert v. Appleton, 22 Wis. 642.

41. Heath v. Manson, 147 Cal. 694, 82 Pac. 331; Russell v. Canastota, 98 N. Y. 496; Fleming v. Wilmerding Borough, 223 Pa. 295, 298, 72 Atl. 624.

No defense that notice to remove obstruction has been served on abutter. Wyman v. Philadelphia, 175 Pa. 117, 34 Atl. 621.

42. Smalley v. Appleton, 75 Wis. 18, 43 N. W. 826.

43. *Delaware.* Seward v. Wilmington, 2 Marv. (Del.) 189, 42 Atl. 451.

Louisiana. Weinhardt v. New Orleans, 125 La. 351, 51 So. 286.

Michigan. Fuller v. Jackson, 82 Mich. 480, 46 N. W. 721,

is not susceptible of definition but ordinarily depends upon the circumstances of the particular case so as to be a question of fact for the jury. But in determining how speedily a municipality should be required to act to avert accidents, "a limit must some time be reached, where the period between discovery of the defect and the accident is so short that a jury should not be allowed to say, as a question of fact, that due diligence had been lacking."⁴⁴ Thus, it has been held that a municipality should not be held liable because it failed within about four hours to remedy a defect, not extraordinarily dangerous, caused by a storm of almost unprecedented se-

Missouri. Baustian v. Young, 152 Mo. 317, 52 S. W. 921, 75 Am. St. Rep. 462; Gerber v. Kansas City, 105 Mo. App. 191, 79 S. W. 717; Richardson v. Marceline, 73 Mo. App. 360; Pearce v. Kansas City, 156 Mo. App. 230, 137 S. W. 629; Hitchings v. Maryville, 134 Mo. App. 712, 115 S. W. 473.

Virginia. Lynchburg v. Wallace, 95 Va. 640, 29 S. E. 675.

See also Lombard v. East Tawas, 86 Mich. 14, 48 N. W. 947.

The rule where the defect arises *without fault on the part of the city*, is that it will not be charged with negligence until lapse of a considerable time in which to communicate knowledge and notice of the defect, and of a reasonable time after such notice and knowledge within which to repair or guard against the same. Cohen v. New York, 204 N. Y. 424, 97 N. E. 866.

44. Per Justice Hiscock in Cohen v. New York, 204 N. Y. 424, 97 N. E. 866.

"It is not an arbitrary right of the jury to say what is a reasonable time within which repairs to a street should have been made, although they may from the facts and circumstances which the evidence in a particular case tends to prove be warranted in finding that the street or sidewalk was in a defective condition, and that the accident was due to such defect. The city only becomes negligent after a reasonable time has elapsed within which its duty to make its streets and sidewalks reasonably safe could have been performed. Then it becomes a fact to be ascertained by the jury upon proper evidence and proper instructions as to law bearing upon the evi-

dence. Still, if the jury upon insufficient evidence finds the city liable for an injury, the verdict can not be sustained." Portsmouth v. Houseman, 109 Va. 554, 65 S. E. 11.

Where big hole was washed in an embankment constituting an approach to a bridge, and municipality knew of it at 9 a. m., it was liable for an injury at 1 p. m. where no notice of the danger was posted, and there was nothing to show that the defect could not have been remedied before the accident. Bradford v. Anniston, 92 Ala. 349, 8 So. 683, 25 Am. St. Rep. 60.

The degree of celerity required in making repairs, depends on attendant circumstances, such as the location of the street, the amount of travel, etc. Denver v. Moewes, 15 Colo. App. 28, 60 Pac. 986.

Morning before accident, hole discovered in culvert in outlying residence street, municipality not liable. Reed v. Detroit, 99 Mich. 204, 58 N. W. 44.

Eight days, neglect to remove from principal business street telegraph wires embedded in ice, creates liability. Nichols v. Minneapolis, 33 Minn. 430, 23 N. W. 868, 53 Am. Rep. 56.

Sunday. The duty to repair or guard a street where a bridge is destroyed on a Saturday is not affected by the fact that the next day is Sunday. Snook v. Anaconda, 26 Mont. 128, 66 Pac. 756.

Under Massachusetts statute, in force at one time, defect must have existed for at least twenty-four hours. Brady v. Lowell, 3 Cush. (57 Mass.) 121, and see Winn v. Lowell, 1 Allen (83 Mass.), 177.

verity in a locality not appearing to have been either central or much traveled at that time.⁴⁵

§ 2730. Miscellaneous matters held not defenses.

It is no defense that the land was not necessary as a street;⁴⁶ that like defects exist in many other places in the municipality;⁴⁷ that a municipal officer had been ordered to make the repairs, since the municipality cannot rest on the presumption that they have been made;⁴⁸ that there has never been any other accident at the place;⁴⁹ or that the obstruction existed at the time the municipality was incorporated.⁵⁰

§ 2731. Same—lack of power to remedy conditions.

Where the municipality has no right to go upon land adjoining a street, to prevent the running of water on a street, the condition not being a nuisance *per se*, it seems that no recovery can be had on the ground of a defect in a highway, where not susceptible to protective or remedial measures which could be reasonably employed within the street.⁵¹

§ 2732. Same—lack of funds to repair.

Ordinarily, lack of funds to repair the streets is no defense to an action against a municipality to recover for injuries resulting from defective streets,⁵² at least if an available tax

45. *Cohen v. New York*, 204 N. Y. 424, 97 N. E. 866.

46. *Henderson v. Sandefur*, 74 Ky. 550.

47. *McLeod v. Spokane*, 26 Wash. 346, 67 Pac. 74.

No defense that crossing was no more dangerous than other crossings of a similar character in the city. *Bauer v. Indianapolis*, 99 Ind. 56.

48. *Lorf v. Detroit*, 145 Mich. 265, 108 N. W. 661.

Futile attempt by street commissioner to remedy defect, three days before the accident, is no defense. *Moon v. Ionia*, 81 Mich. 635, 46 N. W. 25.

49. *Brush v. New York*, 69 N. Y. S. 51, 59 App. Div. 12.

50. *Nelson v. Canisteo*, 100 N. Y. 89, 2 N. E. 473.

51. *Udkin v. New Haven*, 80 Conn. 291, 68 Atl. 253.

52. *Alabama*. *Lord v. Mobile*, 113 Ala. 360, 21 So. 366; *Birmingham v. Lewis*, 92 Ala. 352, 9 So. 243.

Georgia. *Columbus v. Ogletree*, 102 Ga. 293, 29 S. E. 749.

Indiana. *New Albany v. McCulloch*, 127 Ind. 500, 26 N. E. 1074.

New York. *Hyatt v. Rondout*, 44 Barb. (N. Y.) 385.

Oklahoma. *Fairfax v. Girand* (Okla. 1913), 131 Pac. 159.

Pennsylvania. *Erle v. Schwingle*, 22 Pa. 384, 60 Am. Dec. 87.

Texas. *McKinney v. Brown* (Tex. Civ. App.), 81 S. W. 88; *Dallas v. Strayer* (Tex. Civ. App.), 73 S. W. 980.

Wisconsin. *Prideaux v. Mineral Point*, 43 Wis. 513, 28 Am. Rep. 558.

See also *Heath v. Manson*, 147 Cal. 694, 82 Pac. 331.

See *Pomfrey v. Saratoga Springs*, 104 N. Y. 459, 11 N. E. 43 (evidence held not to show want of funds in treasury of village).

If funds are used, the fact that they were borrowed on the credit of the members of the ways and means committee is immaterial. *Moon v. Ionia*, 81 Mich. 635, 46 N. W. 25.

Failure of the council to pass an appropriation ordinance for the removal and abatement of obstructions is no defense. *Bohen v. Waseca*, 32 Minn. 176, 19 N. W. 730, 50 Am. Rep. 564.

levy is already made,⁵³ or the cost could have been charged against abutters.⁵⁴ However, on the theory that the liability of a municipality for injuries from defective highways “springs from its negligence in the performance of corporate duties, and that cannot be said to be a duty which the municipality has no power or agency to perform,” a want of funds and an *absence of power* to raise money by taxation or otherwise, or to enforce contributions of labor from the residents to repair the streets, frees the municipality from liability for injuries resulting from defective highways.⁵⁵

2. PARTICULAR STREETS TO WHICH LIABILITY EXTENDS.

§ 2733. Streets must be public highways.

Where an injury occurs on a road or sidewalk, and it is sought to hold the municipality liable in damages, the first question which presents itself is whether the place of the accident was a public highway under the control of the municipality. *If not a public highway*, the municipality is not liable.⁵⁶ However, if the municipality has exercised control over the way and improved or recognized it as a public street, that is ordinarily sufficient.⁵⁷ and the municipality will then be *estopped* to deny that the way was a public street.⁵⁸

The *mode* in which the street was established is immate-

53. *Mt. Vernon v. Brooks*, 39 Ill. App. 426.

54. *Mayfield v. Hughley*, 135 Ky. 532, 122 S. W. 838; *Shelby v. Clagett*, 46 Ohio St. 549, 22 N. E. 407, 5 L. R. A. 606; *Belton v. Turner* (Tex. Civ. App.), 27 S. W. 831.

55. *Whitefield v. Meridian*, 66 Miss. 570, 6 So. 244, 4 L. R. A. 834, 14 Am. St. Rep. 596.

56. *Burgin v. Lowell*, 3 Allen (Mass.), 398.

Street must be a public one and opened as such. *Briggs v. Huntington*, 32 W. Va. 55, 9 S. E. 51.

57. If a portion of a street is improved to induce public travel thereon, the municipality must keep such portion in repair. *Ord v. Nash*, 50 Neb. 335, 69 N. W. 964.

If one of the original streets taken in by the charter incorporating the municipality, it is liable unless the street has been abandoned. *Hanley v. Huntington*, 37 W. Va. 578, 16 S. E. 807.

Twenty years use of sidewalk by public under claim of right to use

it as part of a public street, municipality liable for defects therein. *Veale v. Boston*, 135 Mass. 187.

Sometimes city charters limit the liability of the city to streets which it has established itself or upon which it has done one or all of certain enumerated acts, by limiting the duty to repair to such streets. *Bessemer v. Carroll*, 154 Ala. 506, 45 So. 419.

58. If the municipality has exercised control over the street, it is estopped to deny that it was ever legally laid out or dedicated as a street. *Leavenworth v. Laing*, 6 Kan. 274.

Municipality may be estopped by its conduct in recognizing a way as a street, to deny that such street was in fact a highway. *Gilbert v. Manchester*, 55 N. H. 298.

Dumping stones which were blasted, by municipality, on a private way, merely to get rid of them, is not a repair thereof so as to estop city to deny existence of street. *Gilpatrick v. Biddleford*, 51 Me. 182, 186.

rial,⁵⁹ unless otherwise provided by statute;⁶⁰ and the duty of a municipality to keep its streets and bridges in a safe condition for public travel is not confined to streets which have been *formally ordained and opened*.⁶¹ Furthermore, the question whether the *title to the street* is in the municipality is immaterial.⁶²

The material thing which must exist is the act of the municipality inducing the people to believe that the way is a public one. As said by the supreme court of the United States in a leading case:⁶³ "If the authorities of a city or town have treated a place as a public street, taking charge of it and regulating it as they do other streets, and an individual is injured in consequence of the negligent and careless manner in which this is done, the corporation cannot, when it is sued for such injury, throw the party upon an inquiry into the *regularity of the proceedings by which the land became a street* or into the authority by which the street was originally established."⁶⁴ If the way was dedicated as a street,—and this subject of *dedication* has already been the subject of a separate chapter,—⁶⁵ the dedication must have

59. If the municipality had assumed the duty of constructing and keeping in repair the sidewalk on which plaintiff was injured, for a considerable length of time before the accident, it is immaterial whether title to the street has ever been legally acquired by condemnation, prescription or dedication. *Wikel v. Decatur*, 146 Ill. App. 51.

Formal dedication of the land on which the sidewalk is constructed is not necessary. *O'Malley v. Lexington*, 99 Mo. App. 695, 74 S. W. 890.

If the land is used as a street, and the municipality recognizes it as such, proof of dedication is not necessary. *Hollein v. St. Louis*, 130 Mo. 287, 32 S. W. 640; *Meiners v. St. Louis*, 130 Mo. 274, 32 S. W. 637.

Thus, grading or improving any portion of a street, by a municipality, creates the duty to at least keep such portion in repair. *Triese v. St. Paul*, 36 Minn. 526, 32 N. W. 857.

In Connecticut, statutes apply to "all existing highways, whether established through proceedings in court, or municipal authorities, or through dedication." *Makepeace v. Waterbury*, 74 Conn. 360, 364, 50 Atl. 876.

60. In Massachusetts, the statute creating liability for defective highways applies only to ways "opened and dedicated to the public use." *Sullivan v. Boston*, 126 Mass. 540.

Paths crossing common grounds and serving as communication between streets held not within statute. *Oliver v. Worcester*, 102 Mass. 489, 3 Am. Rep. 485.

61. *Ackerman v. Williamsport*, 227 Pa. 591, 594, 76 Atl. 421.

62. *Still v. Houston*, 27 Tex. Civ. App. 447, 66 S. W. 76.

63. *Mayor v. Sheffield*, 4 Wall. (U. S.) 189, 194, 18 L. Ed. 416 (quoted from in *Gilbreath v. Greensboro*, 153 N. C. 396, 69 S. E. 268).

64. Same rule laid down in *Seymour v. Salamanca*, 137 N. Y. 364, 33 N. E. 304.

That a way has not been legally laid out as a street is immaterial where the municipality has treated it as a street by paving it, etc. *Sewell v. Cohoes*, 75 N. Y. 45, 31 Am. Rep. 418.

Illegality in proceedings to open the street, where the public has been invited to use it, is immaterial. *Taake v. Seattle*, 16 Wash. 90, 47 Pac. 220.

65. Chap. 33, *ante*, vol. 4.

been accepted.⁶⁶ But it is well settled that the acceptance, in order to render the municipality liable, need not be formal,⁶⁷ unless so required by statute, charter or ordinance. But if the acceptance of the dedication is required to be in a particular way, as by ordinance, no liability arises until so accepted.⁶⁸ Whether *acceptance of dedication by public user only* creates liability for injuries from defective streets, is the subject of more or less conflict in the decisions.⁶⁹

§ 2734. Same—streets outside municipal limits.

There is no municipal liability for injuries from defective ways or sidewalks located outside the boundaries of the municipality.⁷⁰

§ 2735. Streets not opened or improved.

For injuries on streets not yet opened for public use, the municipality is not liable.⁷¹ All the streets of a municipality

66. *Alabama*. Lipscomb v. Bessemer, 161 Ala. 173, 49 So. 872 (alley).

Illinois. Krisch v. Chicago, 150 Ill. App. 197, 201.

Kentucky. Cochran v. Shepherdsville, 19 Ky. L. Rep. 1192, 43 S. W. 250.

Maryland. Ogle v. Cumberland, 90 Md. 59, 44 Atl. 1015.

Missouri. Downend v. Kansas City, 156 Mo. 60, 56 S. W. 902, 51 L. R. A. 170.

Minnesota. St. Paul v. Seitz, 3 Minn. 297, 74 Am. Dec. 753.

Pennsylvania. Downing v. Coatesville Borough, 214 Pa. 291, 63 Atl. 696.

Virginia. Winchester v. Carroll, 99 Va. 727, 40 S. E. 37.

Evidence held to show acceptance so as to render municipality liable. Conner v. Nevada, 188 Mo. 148, 86 S. W. 256, 107 Am. St. Rep. 314; Sheff v. Huntington, 16 W. Va. 307.

Statutory dedication. The mere dedication of a city street to public use by means of a recorded plat does not of itself render the municipality liable for negligent failure to keep the street in repair. It must further be shown that the dedication has been accepted by the municipality. Baldwin v. Springfield, 141 Mo. 205, 212, 42 S. W. 717.

67. Dunn v. Oelwein, 140 Ia. 423, 118 N. W. 704; Snickles v. St. Joseph, 155 Mo. App. 308, 136 S. W. 752;

Pittston v. Duffy, 1 Lack. Leg. Rec. (Pa.) 370.

See also Curran v. St. Joseph, 143 Mo. App. 618, 128 S. W. 203.

68. Imperial v. Wright, 34 Neb. 732, 52 N. W. 374.

But see Byerly v. Anamosa, 79 Ia. 204, 44 N. W. 359.

69. § 1582, p. 3293, *ante*, vol. 4.

Public user for many years is sufficient. Hemphill v. Morehouse, 162 Mo. App. 566, 142 S. W. 817; Ballew v. St. Joseph, 163 Mo. App. 297, 146 S. W. 454.

Contra. Michaelson v. Charleston (W. Va. 1912), 75 S. E. 151.

70. Stealey v. Kansas City, 179 Mo. 400, 404, 78 S. W. 599; McCook v. Parsons, 77 Neb. 132, 108 N. W. 167.

§ 2741, *post*.

71. Blaisdell v. Portland, 39 Me. 113; Hunter v. Weston, 111 Mo. 176, 19 S. W. 1098, 17 L. R. A. 633.

See also Henderson v. Sandefur, 11 Bush. (Ky.) 550.

Even the acceptance of the dedication of a street does not impose upon the municipality a liability to keep the dedicated land in repair as a street, and such obligation does not attach until the municipality in "some official and appropriate manner has invited or sanctioned its use as a street by the public. But such sanction may be given by acts of its proper officers as well as by acts

need not be opened and put in condition for travel, and it is not liable for the condition of a street which exists merely on paper.⁷² However, the street need not have been *improved*, in order to hold the municipality liable.⁷³ For instance, it is immaterial that the street has never been *graded*, if the municipality has recognized it as a public street and permitted its use as such.⁷⁴

§ 2736. What included within term "street."

The term street, as generally used, includes sidewalks⁷⁵ and public alleys.⁷⁶ And in those states where municipalities are liable for negligence in maintaining streets, they are liable for negligence in regard to sidewalks,⁷⁷ alleys,⁷⁸ and

in the form of ordinances." *Baldwin v. Springfield*, 141 Mo. 212, 42 S. W. 719 (overruled, however, by later cases in Missouri, so far as it may be construed as holding that a dedication can not be accepted by public user only).

"But, though a city has accepted a street, in whatever way that will make a valid acceptance, it is not obliged to put any part of it in repair for travel by vehicle or pedestrian. That is a matter of governmental discretion, for the non-exercise of which it is not liable. *Conner v. Nevada*, 188 Mo. 148, 86 S. W. 256, 107 Am. St. Rep. 314. And if the city improves a part of the street, it is not obliged to improve all of it. *Downend v. Kansas City*, 71 Mo. App. 529, and authorities there cited. Thus it may open up a roadway, say near the center, and yet not be obliged to establish sidewalks on either side; and it may put down a sidewalk on one side, and not be liable for not putting one down on the other side. *Ely v. St. Louis*, 181 Mo. 723, 81 S. W. 168." *Curran v. St. Joseph*, 143 Mo. App. 618, 128 S. W. 203.

72. *Hunter v. Weston*, 111 Mo. 176, 19 S. W. 1098, 17 L. R. A. 633.

Improvement in streets in the sparsely inhabited portions of the municipality is discretionary, and the decision of the council in regard thereto is binding on the courts. *Henderson v. Sandefur*, 11 Bush. (Ky.) 550.

"The city must determine when and in what manner its streets shall be improved, and, while it is respon-

sible to the property owner for the damages done by insufficient improvements which it makes, it is not liable merely for failing to improve the street or for suffering it to remain in the condition in which it found it." *Harney v. Lexington*, 130 Ky. 247, 113 S. W. 115.

73. Immaterial whether the municipality has changed the natural grade of the street so as to comply with an ordinance. *Meiners v. St. Louis*, 130 Mo. 274, 32 S. W. 637.

A street partially improved—is liable. *Lafayette v. Larson*, 73 Ind. 367; *Lindholm v. St. Paul*, 19 Minn. 245 (partially graded).

Where a street is dedicated, the dedication accepted, the street in daily use by numbers of people, lit by city, sewer pipes laid by city, the city is liable for negligence in keeping the street in repair, although the street was not otherwise improved and there were no sidewalks. *Newport News v. Scott's Adm'r*, 103 Va. 794, 808, 50 S. E. 266.

Mowing weeds off a street and filling holes in it constitutes such an improvement as to render city liable for want of repair. *Henderson v. White*, 20 Ky. L. Rep. 1525, 49 S. W. 764.

74. *James v. Seattle*, 68 Wash. 359, 123 Pac. 472; *Brabon v. Seattle*, 29 Wash. 6, 69 Pac. 365.

75. § 1286, *ante*, vol. 3; § 1829, *ante*, vol. 4, and see § 2743, *post*.

76. § 1285, *ante*, vol. 3, and see § 2748, *post*.

77. § 2743, *post*.

78. § 2748, *post*.

bridges.⁷⁹ So the liability extends to boulevards⁸⁰ and parkways.⁸¹ Such liability also extends to a *viaduct* over the tracks of a railroad;⁸² a *tunnel* under a river, used as a highway;⁸³ *apron or platform* forming part of a thoroughfare;⁸⁴ *deposits* by a city and its licensees of *refuse* in a river adjoining the end of a public street, and appearing to be a prolongation and part of the street;⁸⁵ *bicycle path* constructed by a municipality at its option;⁸⁶ intersection of a railroad right of way and a street.⁸⁷

However, the *seashore* is not a highway for public travel so as to render a city liable for injuries from falling into an excavation.⁸⁸ And the liability does not extend to *mere private ways* not recognized as streets by the municipality.⁸⁹

In *Massachusetts*, it is held that a road, not a public highway, opening into a street at right angles and laid out as a parkway running for some distance through private land, is not a way "opened and dedicated to public use," so as to be within the statute in that state.⁹⁰

§ 2737. Streets and walks in outlying districts.

Subject only to the qualification that the *same amount* of care is not required with respect to streets and sidewalks in outlying districts where the travel is comparatively small, it is well settled that the duty to exercise reasonable care to keep streets and sidewalks in safe condition for public use applies as well to streets and sidewalks in the suburbs as to

79. § 2749, *post*.

Causeway erected within city limits by an incorporated bridge company, as a street, see *Manchester v. Ericsson*, 105 U. S. 347, 26 L. Ed. 1099, rev'd Fed. Cas. No. 4,511.

80. *Burridge v. Detroit*, 117 Mich. 557, 76 N. W. 84, 42 L. R. A. 684, 72 Am. St. Rep. 582.

81. "Parkway" is essentially a boulevard, and city is liable for defective condition thereof as a street. *Kleopfert v. Minneapolis*, 90 Minn. 158, 95 N. W. 908, 93 Minn. 118, 100 N. W. 669.

82. *Denver v. Baldasari*, 15 Colo. App. 157, 61 Pac. 190.

83. *Chicago v. Hislop*, 61 Ill. 86.

84. *Johnson v. Milwaukee*, 46 Wis. 568, 1 N. W. 187.

85. *Ray v. St. Paul*, 40 Minn. 458, 42 N. W. 297.

86. *Prather v. Spokane*, 29 Wash. 549, 70 Pac. 55, 59 L. R. A. 346, 92 Am. St. Rep. 923.

87. *Taake v. Seattle*, 18 Wash. 178, 51 Pac. 362.

88. *Murphy v. Brooklyn*, 98 N. Y. 642.

89. *Ottolengui v. Seattle*, 59 Wash. 37, 109 Pac. 206.

§ 2733, *ante*.

City is under no duty to see that a path or driveway made upon *private property* by the public in walking or driving across it is safe from an obstruction existing upon the private land, but so near to the path or driveway as to constitute a source of possible danger. *Sweet v. Poughkeepsie*, 78 N. Y. S. 60, 75 App. Div. 274, 277.

Does not include an approach over private property to a circus, although the municipality has licensed the exhibition. *Morgan v. Hallowell*, 57 Me. 375.

90. *Jones v. Boston*, 201 Mass. 267, 87 N. E. 589.

those in the down town portion of the municipality.⁹¹ How far improvements shall be extended on a street maintained as a county road in a municipality must necessarily depend upon municipal discretion, but, as has been well said, "this discretion does not amount to permission to omit the maintenance of the way *already in existence* to the extent necessary to keep it reasonably safe for public use."⁹²

§ 2738. Streets in property annexed.

If property is annexed to a city, public highways therein become streets of the municipality,⁹³ for the condition of which the municipality is liable in case of negligence.⁹⁴ But the municipality is allowed a reasonable time in which to discover and remedy unsafe conditions.⁹⁵

§ 2739. Injury outside street limits where street obstructed.

If a street is so obstructed as to require travelers to go on adjoining land for the purpose of travel, the municipality assumes responsibility for reasonable care as to such way over the adjoining land, where a way has been worn there by travel for some time.⁹⁶ But if a traveler unnecessarily departs from the used part of the highway, and is injured while attempting to regain the highway, the municipality, it is generally held, is not liable.⁹⁷

§ 2740. Abandonment of street as precluding liability.

A municipality may abandon a public street so as to preclude further liability for failure to keep it in repair.⁹⁸ Or it

91. *Delaware*. Seward v. Wilmington, 2 Mar. (Del.) 189, 42 Atl. 451.

Illinois. Decatur v. Besten, 169 Ill. 340, 48 N. E. 186; Flora v. Naney, 136 Ill. 45, 26 N. E. 645; Mt. Morris v. Kanodo, 98 Ill. App. 373; Lusch v. Odin, 158 Ill. App. 657.

Iowa. Thomas v. Brooklyn, 58 Ia. 438, 10 N. W. 849.

Minnesota. Sundell v. Tintah, 117 Minn. 170, 134 N. W. 639, 38 L. R. A. (N. S.) 1127.

Nebraska. South Omaha v. Powell, 50 Neb. 798, 70 N. W. 391; O'Laughlin v. Pawnee City, 88 Neb. 244, 129 N. W. 271.

Pennsylvania. Wall v. Pittsburg, 205 Pa. 48, 54 Atl. 497.

Amount of care different, § 2726, *ante*.

Applies to a street on a hillside near the outskirts. Wall v. Pittsburg, 205 Pa. 48, 54 Atl. 497.

6 McQ. 18

92. Chambers v. Braddock Borough, 34 Pa. Super. Ct. 407, 410.

93. § 1287, *ante*, vol. 3.

94. Georgia R. & E. Co. v. Tompkins (Ga. 1912), 75 S. E. 664; Macon v. Morris (Ga. 1912), 73 S. E. 539; Frankfort v. Coleman, 19 Ind. App. 368, 371, 49 N. E. 474, 65 Am. St. Rep. 412; Foster v. Kansas City, 114 Mo. App. 728, 90 S. W. 751.

95. Richmond v. Mason, 109 Va. 546, 65 S. E. 8.

96. Finkle v. Valatie, 99 N. Y. S. 715, 114 App. Div. 251; Batty v. Duxbury, 24 Vt. 155.

97. Hannibal v. Campbell, 86 Fed. 297, 30 C. C. A. 63.

§ 2772, *post*.

98. Anderson v. Turbeville, 6 Cold. (Tenn.) 150.

But if a street is being repaired, and the municipality requires it to be kept open for use by the public while the repairs are being made,

may close a street for travel temporarily and thereby suspend for the time being the duty to keep it in reasonably safe condition.⁹⁹ So statutes in some states provide that if a street is not opened and worked within a certain number of years after being laid out, it shall cease to be a street;¹ and after such period it is held that the municipality is not liable for injuries from defects therein.² However, if a public way is closed to travel, notice thereof must be given, in order to escape liability.³ Thus, where a city street had been discontinued but was continually being used by the public, and no other road was substituted and no notice posted not to use the road, the city is liable for an injury caused by a defect or obstruction in the old way.⁴ So where a sidewalk is permitted to remain and to be used as it was before the street was vacated, the duty of the municipality to repair it is the same as it is with respect to other walks under its control.⁵ If the municipality has the right to close a street temporarily, it can prevent liability in the meantime by giving notice to the public, by *signs or a barrier*, that the street has been closed.⁶

§ 2741. Highways built and maintained *ultra vires*.

If there is no municipal authority, under any circumstances, to construct or maintain a street, so that the construction or maintenance is *ultra vires*, damages are not recoverable.⁷ For instance, in a leading case, the city of La Crosse, in Wisconsin, built and maintained a road across the Mississippi River and in the state of Minnesota, without any charter or legislative authority except from the state of Minnesota. It was held that the city had no power to accept the privilege from a sister state, subject to the condition that it should be

its duty remains as to keeping it in condition, and it is immaterial, in such a case, that the street is being repaired by an independent contractor. *Charles Eneu Johnson Co. v. Philadelphia*, 236 Pa. 510, 84 Atl. 1014.

Streets, although not used for ten years, are within Michigan statute. *Fuller v. Jackson*, 92 Mich. 197, 52 N. W. 1075, overruling *Clark v. North Muskegon*, 88 Mich. 308, 50 N. W. 254.

99. *Jones v. Collins*, 177 Mass. 444, 59 N. E. 64.

1. § 1611, *ante*, vol. 4.

2. *Hovey v. Haverstraw*, 124 N. Y. 273, 26 N. E. 532.

3. *Jones v. Boston*, 188 Mass. 53, 74 N. E. 295.

In Massachusetts, order must be made by the proper authorities of the city formally closing the street to public travel. *Hurley v. Boston*, 202 Mass. 68, 88 N. E. 586.

4. *D'Amico v. Boston*, 176 Mass. 599, 58 N. E. 158.

5. *Fritz v. Watertown*, 21 S. D. 280, 111 N. W. 630.

Foot path cannot be abandoned by the municipality, so as to put pedestrians on notice not to use it, without some affirmative action of the municipality, where it continues to be used and has the appearance of being safe. *Neal v. Marion*, 129 N. C. 345, 40 S. E. 116.

6. *Torphy v. Fall River*, 188 Mass. 310, 74 N. E. 465.

7. § 2637, *ante*.

liable for injuries received from defects in such road, and hence was not liable for injuries occurring thereon.⁸

3. PARTICULAR PARTS OF STREETS TO WHICH LIABILITY EXTENDS.

§ 2742. "Width" of way as to which duty extends.

There is some apparent conflict in the decisions as to the width of the highway as to which the duty of the municipality, to use reasonable care to keep safe, extends. The rule undoubtedly is that a municipality need not open a street for travel to its entire width,⁹ and if only part of the width has been opened for travel, then of course only that part is required to be kept in condition.¹⁰ But if the street has been opened to its entire width or any lesser part, and then the traveled way is confined to a narrower limit, the decisions are not altogether harmonious in some instances, even in the same state. It is sometimes held that municipalities are required to exercise reasonable care only as to the *traveled portions* of a street,¹¹ but there is authority directly holding

8. *Becker v. LaCrosse*, 99 Wis. 414, 75 N. W. 84, 40 L. R. A. 829, 67 Am. St. Rep. 874.

9. *Hannibal v. Campbell*, 86 Fed. 297, 30 C. C. A. 63.

The municipality may, without incurring liability, leave certain streets entirely unopened, and in others put only a portion of the width in condition for use. *Wellington v. Gregson*, 31 Kan. 99, 1 Pac. 253, 47 Am. Rep. 482.

10. § 2735, *ante*; and see *Herndon v. Salt Lake City*, 34 Utah, 65, 95 Pac. 646.

But if the municipality determines to devote less than the full located width of the street to travel, the portion lying between such part and the remainder should in some way be so indicated as to be prominent to a person using the street. *Birch v. Charleston Light, H. & P. Co.*, 113 Ill. App. 229.

Limitation on rule. While a municipality need not prepare and maintain the full located width of the street for travel, yet if a hole is so near the traveled path that it is liable to result in injury to passers-by, the municipality is liable for injuries therefrom. *Birch v. Charleston Light, H. & P. Co.*, 113 Ill. App. 229, and see § 2774, *post*.

11. *Howard v. North Bridge-*

water, 16 Pick. (Mass.) 189; *Tritz v. Kansas City*, 84 Mo. 632; *Craig v. Sedalia*, 63 Mo. 417; *Brown v. Glasgow*, 57 Mo. 156; *Bassett v. St. Joseph*, 53 Mo. 290, 14 Am. Rep. 446; *Rhyner v. Menasha*, 97 Wis. 523, 73 N. W. 41. See also *McArthur v. Saginaw*, 58 Mich. 357, 25 N. W. 313, 55 Am. Rep. 687.

Liable for defects in traveled part exists although municipality had left street in its natural condition as when opened to public use. *Lamb v. Cedar Rapids*, 108 Ia. 629, 79 N. W. 366.

It is not the duty of a municipality to keep every street in proper condition throughout its entire width, without regard to location, amount of travel and other circumstances. *Fulliam v. Muscatine*, 70 Ia. 436, 30 N. W. 861.

Hole beside a stump, on side of but within road which was practically a country highway. Not liable where traveled part of road was safe. *Keyes v. Marcellus*, 50 Mich. 439, 15 N. W. 542, 45 Am. Rep. 52.

Where only a portion of a street was wrought for travel, but houses had been moved back to widen the street to make a boulevard although the new portion was still in the rough, an occupant of one of such houses injured while passing over

the contrary,¹² and it is expressly held in other cases that all of the street, *so far as opened*, must be kept in proper condition.¹³ And it is held by all the decisions that as to *sidewalks* the duty extends to their entire width,¹⁴ at least in the settled part of the municipality.¹⁵

such rough ground to reach the sidewalk, cannot recover. *Lynch v. Boston*, 186 Mass. 148, 71 N. E. 301.

"It is in general the duty of a traveler to remain in the traveled track of the road, or that part of the highway which, to a reasonable width, has been graded or prepared for that purpose; and if he voluntarily deviates from the roadway thus prepared, and meets with an accident from some cause outside of the traveled track, the municipality ought not to be responsible for any damage or injury he may thus sustain. If the law were otherwise, it would follow that a municipality would be liable for all accidents occurring in consequence of the voluntary act or mistake of a traveler in leaving the roadway to travel upon that part not intended for his use." *King v. Ft. Ann*, 180 N. Y. 496, 73 N. E. 481.

As to rural ways, although within the limits of the municipality, the duty does not extend to all parts of the road. *Rankin v. Smith*, 63 Ill. App. 522; *Keyes v. Marcellas*, 50 Mich. 439, 15 N. W. 542, 45 Am. Rep. 52.

Bridge, rule applied to. *Goeltz v. Ashland*, 75 Wis. 642, 44 N. W. 770.

In Michigan, it has been held that whether the duty as to the *roadway* extends to the entire width of the *street* depends entirely on the necessities of travel in a given case. *Sebert v. Alpena*, 78 Mich. 165, 43 N. W. 1098.

12. *Thuis v. Vincennes* (Ind. App.), 73 N. E. 141, rev'd on rehearing on other grounds in 35 Ind. App. 350, 73 N. E. 1098.

13. *Alabama*. *McLemore v. West End*, 159 Ala. 235, 48 So. 663; *Mobile v. Shaw*, 149 Ala. 599, 43 So. 94.

Indiana. *Odon v. Dobbs*, 25 Ind. App. 522, 58 N. E. 562 (from curb to curb).

Iowa. *Crystal v. Des Moines*, 65 Ia. 502, 22 N. W. 646; *Stafford v. Oskaloosa*, 64 Ia. 251, 20 N. W. 174.

Kentucky. *Maysville v. Gullfoyle*, 110 Ky. 670, 62 S. W. 493.

Missouri. *Kossman v. St. Louis*, 153 Mo. 293, 54 S. W. 513.

Pennsylvania. *McLaughlin v. Kelly*, 230 Pa. 251, 79 Atl. 552.

See also *Herrington v. Macon*, 125 Ga. 58, 54 S. E. 71 (dangerous ditch across sidewalk).

So where there was no part of the street appropriated to sidewalks, the municipality was held liable where a wagon was driven into an unguarded hydrant eleven feet within the street line, although the wagon was being driven between the street line and the hydrant. *Burnes v. St. Joseph*, 91 Mo. App. 489.

Alleys, rule applied to. *Niblett v. Nashville*, 12 Heisk. (Tenn.) 684, 27 Am. Rep. 755.

Bridge, whole width must be kept in repair. *Rusch v. Davenport*, 6 Ia. 443.

Statute applies to all portions of street. *Lincoln v. Detroit*, 101 Mich. 245, 59 N. W. 617.

14. *Wilmette v. Brachie*, 110 Ill. App. 356; *Springfield v. Burns*, 51 Ill. App. 595; *Bacon v. Boston*, 3 Cush. (Mass.) 174; *Norton v. Kramer*, 180 Mo. 536, 79 S. W. 699; *Goins v. Moberly*, 127 Mo. 116, 29 S. W. 985; *Roe v. Kansas City*, 100 Mo. 190, 13 S. W. 404.

Applies to all of sidewalk intended for travel. *Atlanta v. Milam*, 95 Ga. 135, 22 S. E. 43.

It is not the exercise of reasonable care to merely keep reasonably safe that part of the sidewalk only which is most generally used. *Augusta v. Tharpe*, 113 Ga. 152, 38 S. E. 389.

15. While there is a conflict in the decisions as to whether a municipality is bound to keep in repair its *suburban* streets and sidewalks to their entire width, yet it is well settled that as to sidewalks in populous portions of the municipality, and such as are constantly used by the public, reasonable care must be exercised to keep them in repair and free from defects to their entire width. *Denver v. Stein*, 25 Colo. 125, 127, 53 Pac. 283.

The general doctrine to be deduced from the cases has been stated as follows: "That in opening a street for travel, whatever may be its nominal or platted width, it is primarily a matter within the discretion of the city to say whether it will prepare the whole or only a portion of the width of the street for travel; that in the business portions of the city, or where travel and the convenience of the public require it, the whole width of the street must generally be made and maintained passable and in a reasonably safe condition; that where the whole width of the street has been prepared and opened for travel, whether primarily necessary or not, the city must thereafter maintain the whole street in a reasonably safe condition throughout its entire width; that in some places, and especially in the outlying portions of the city, it may ordinarily determine what portions of the streets it will prepare for travel, and in such places it need only maintain that portion which is opened and set apart for travel in a reasonably safe condition; that whether the city has prepared a sufficient width for passage to respond to the needs of the public may be a question of fact for the jury, and as to whether the streets are maintained in a reasonably safe condition for travel (whether throughout their entire width where the whole width is opened, or over that portion which is opened and prepared for travel), is always a question of fact to be determined by the jury from all the facts and circumstances in the particular case."¹⁶

16. Herndon v. Salt Lake City, 34 Utah, 65, 95 Pac. 645, per Justice Frick.

"In 15 A. & E. Ency. L. (2d Ed.) at page 452, after stating the law applicable to country roads to be that such roads need not be opened up nor maintained in a reasonably safe condition for travel throughout their entire width, the author proceeds as follows: 'In regard to city streets it would seem that the rule might well be different from that prevailing in the case of country roads, and accordingly it is stated in some cases that there is an absolute duty to keep in repair the whole width of the street. These statements, may, however, be viewed with reference to the particular circumstances under which they are made, and in the best-considered cases it is stated that even in the case of city streets the width which must be kept in repair is a matter dependent on particular circumstances, among

which, apparently to be considered, are the amount of travel and the question whether the city has ever opened the whole street for travel by doing work thereon, so as to induce persons to use the whole width thereof.' Upon an examination of the cases it will be found that what the author says with regard to the statements contained in the cases, and that such statements must be reconciled with the particular facts before the courts in making them, is not overdrawn. In fact it will be found that cases emanating from the same courts are not infrequently cited upon both sides of the proposition; namely, that it is the duty of the city to make its streets passable and to maintain them in a reasonably safe condition throughout their entire width, and also that no such duty is imposed. This apparent conflict is due to the fact that in those cases where the evidence was to the effect that the city had

Furthermore, the duty of the municipality extends to the *space between the sidewalk and the curb*.¹⁷

§ 2743. Sidewalks.

Wherever it is held that there is a common law liability imposed on municipalities for negligence in maintaining its streets, the like rule is held as to sidewalks,¹⁸ which are, as a matter of law, generally held to be included within the term streets.¹⁹ So *statutes* imposing such liability for defective highways are generally held to include sidewalks.²⁰

opened, worked, and prepared for travel and public use the whole width of the street the court simply stated that it was the duty of the city to maintain such streets reasonably safe for travel throughout their entire width, and that a failure to do this constituted negligence. In those cases, therefore, the question involved here, as a general rule, is not discussed; but the duty upon the part of the city to maintain the whole street safe is assumed." *Hernodon v. Salt Lake City*, 34 Utah, 65, 95 Pac. 646.

17. § 2746, *post*.

18. *Illinois*. *Bloomington v. Bay*, 42 Ill. 503.

Indiana. *Dooley v. Sullivan*, 112 Ind. 451, 14 N. E. 566, 2 Am. St. Rep. 209.

Iowa. *Brown v. Chillicothe*, 122 Ia. 640, 98 N. W. 502.

Kansas. *Osborne v. Hamilton*, 29 Kan. 1.

Kentucky. *Madisonville v. Pemberton's Adm'r*, 25 Ky. L. Rep. 347, 75 S. W. 229.

Minnesota. *Furnell v. St. Paul*, 20 Minn. 117.

New York. *Pomfrey v. Saratoga Springs*, 104 N. Y. 459, 11 N. E. 43.

Pennsylvania. *Miller v. Bradford*, 186 Pa. 164, 40 Atl. 409.

Texas. *Galveston v. Barbour*, 62 Tex. 172, 50 Am. Rep. 519.

Virginia. *Gordon v. Richmond*, 83 Va. 436, 2 S. E. 727.

Washington. *Hutchinson v. Olympia*, 2 Wash. T. 314, 5 Pac. 606.

If a sidewalk adjoining a market house is permitted to be used for market purposes, it must nevertheless be kept reasonably safe for pedestrians. *O'Dwyer v. Northern Market Co.*, 24 App. (D. C.) 81.

Sidewalk not intended as such.

Defects in sections of old sidewalk placed in front of vacant lots by the municipality, where used for foot travel, renders the municipality liable, although they were not put there for public travel. *Rusher v. Aurora*, 71 Mo. App. 418.

Sidewalk need not be formally adopted by recorded resolution or vote. *Cronin v. Delavan*, 50 Wis. 375, 7 N. W. 249.

Includes platform. So the municipality is liable for the defective condition of a *platform* over a gutter in the street, erected by a business firm by permission to receive and deliver goods from their storehouse, where it was liable to be used by pedestrians. *Bell v. Henderson*, 24 Ky. L. Rep. 2434, 74 S. W. 206.

Does not include approach to a sidewalk (such as a platform) on private property. *Leggett v. Watertown*, 86 N. Y. S. 982, 93 App. Div. 80, 85.

19. § 1286, *ante*, vol. 3; § 1829, *ante*, vol. 4.

20. *McLean v. Lewistown*, 8 Idaho, 472, 69 Pac. 478; *Giffen v. Lewiston*, 6 Idaho, 231, 55 Pac. 545; *Gould v. Boston*, 120 Mass. 300; *Weare v. Fitchburg*, 110 Mass. 334, and see § 1286, note 79, *ante*, vol. 3.

See also *Manchester v. Hartford*, 30 Conn. 118; *Hall v. Manchester*, 40 N. H. 410.

In Michigan, however, under a statute in force at one time, injuries from defective sidewalks were held not within the statute relating to "highways, streets, bridges, crosswalks and culverts." *Detroit v. Putnam*, 45 Mich. 263, 7 N. W. 815.

Where a plank walk was laid on stringers for foot passengers, on the dirt approach to a bridge, such walk was a sidewalk and not a part of

In fact, the duty to repair a sidewalks is as binding as is the duty to keep the driveway in proper condition.²¹ Hence, the fact that a sidewalk is originally properly constructed does not affect municipal liability for its subsequently becoming defective.²²

In order to render the municipality liable, the sidewalk must be a *public one*; ²³ although it is immaterial that a sidewalk, at the place of the injury, is on private property, where the municipality has held it out as a public thoroughfare.²⁴

On the other hand, the municipality cannot escape liability on any of the following grounds: sidewalk *not built by the municipality*,²⁵ as where built by an abutting owner; ²⁶ side-

the bridge, and hence not within the Michigan statute. *Saunders v. Gun Plains*, 76 Mich. 182, 42 N. W. 1088.

Maine statute that repair of a way within six years before the cause of action accrued, estops the town to deny the location, applies to sidewalks. *McCann v. Bangor*, 58 Me. 348.

21. *Gillard v. Chester*, 212 Pa. 338, 61 Atl. 929.

22. *Muncie v. Hey*, 164 Ind. 570, 74 N. E. 250.

23. Sidewalk must be controlled and treated by the authorities as a public sidewalk, and opened as such. *Chapman v. Milton*, 31 W. Va. 384, 7 S. E. 22.

Space between the line of the sidewalk and a building, used by the owner for his own purposes and over which the municipality never exercised any control is not part of the sidewalk. *Temby v. Ishpeming*, 140 Mich. 146, 103 N. W. 588, 69 L. R. A. 618.

Foot path worn along the part of a street which had never been improved by the municipality, not liable. *Ely v. St. Louis*, 181 Mo. 723, 81 S. W. 168.

Repairs after accident. The fact that after the accident the municipality caused the sidewalk to be repaired is material to show assumption of control of the sidewalk by the municipality. *Benton v. St. Louis*, 217 Mo. 687, 118 S. W. 418, 129 Am. St. Rep. 561, followed in *Hemphill v. Morehouse*, 162 Mo. App. 566, 142 S. W. 817.

24. *Chicago v. Baker*, 95 Ill. App. 413, aff'd in 195 Ill. 54, 62 N. E. 892.

If a municipality has had a sidewalk built at its direction, and it

has been used as such for several years, although the land was not dedicated to public use or used so as to make it a public street, the municipality is liable for negligence in maintaining the walk. *Harrison v. Ayrshire*, 123 Ia. 528, 99 N. W. 132.

25. *Connecticut*. *Hillyer v. Winsted*, 77 Conn. 304, 308, 59 Atl. 40.

Illinois. *Mt. Carmel v. Blackburn*, 53 Ill. App. 658; *Champaign v. McInnis*, 26 Ill. App. 338.

Indiana. *Aurora v. Bitner*, 100 Ind. 396.

Minnesota. *Furnell v. St. Paul*, 20 Minn. 117.

Missouri. *Hill v. Sedalia*, 64 Mo. App. 494; *Streeter v. Breckenridge*, 23 Mo. App. 244.

Texas. *Klein v. Dallas*, 71 Tex. 280, 8 S. W. 90.

§ 2728, *ante*.

26. *Colorado*. *Denver v. Hickey*, 9 Colo. App. 137, 47 Pac. 908 (federal government abutting owner).

Illinois. *Flora v. Naney*, 31 Ill. App. 493, aff'd in 136 Ill. 45, 26 N. E. 645.

Indiana. *Huntington v. Breen*, 77 Ind. 29; *Huntington v. McClurg*, 22 Ind. App. 261, 53 N. E. 658 (walk constructed by county).

Kentucky. *Bromley v. Bodkin*, 25 Ky. L. Rep. 1245, 77 S. W. 696.

Maine. *Hutchings v. Sullivan*, 90 Me. 131, 37 Atl. 883.

Michigan. *Lombar v. East Tawas*, 86 Mich. 14, 48 N. W. 947; *Shippy v. Au Sable*, 85 Mich. 280, 48 N. W. 584; *Fuller v. Jackson*, 82 Mich. 480, 46 N. W. 721.

Missouri. *Oliver v. Kansas*, 69 Mo. 79.

Nebraska. *Plattsmouth v. Mitchell*, 20 Neb. 228, 29 N. W. 593.

*walk constructed without authority from the municipality;*²⁷ *sidewalk located on the outskirts of the city and infrequently used by the public;*²⁸ *driveway of the street in an unfinished condition;*²⁹ *plank used as a means of descent from the end of a sidewalk, put there by an unknown person;*³⁰ *loose boards placed at an alley crossing by third persons;*³¹ *municipality under no obligation to build sidewalks;*³² *other parts of the street sufficient for public convenience;*³³ *no curb or dividing line between the sidewalk and the driveway, where in fact used as a footpath;*³⁴ *fee of the soil on which the sidewalk is built, in the abutter;*³⁵ *nonliability of the abutting owner for the defect in the sidewalk;*³⁶ *fact that another was also negligent.*³⁷

Furthermore, the liability extends to injuries from a defect in a path used by pedestrians, although no *artificial sidewalk* has been constructed.³⁸ And so far as municipal liability is concerned, a walk is a sidewalk although *constructed of cinders*. "It was a sidewalk no matter whether constructed of cinders, plank, stone, concrete, or any or all of them combined."³⁹

New Hampshire. Lambert v. Pembroke, 66 N. H. 280, 23 Atl. 81.

New York. Saulsbury v. Ithaca, 94 N. Y. 27, 46 Am. Rep. 122, aff'g 24 Hun, 12.

Washington. McKnight v. Seattle, 39 Wash. 516, 81 Pac. 998.

Wisconsin. Hill v. Fond du Lac, 56 Wis. 242, 14 N. W. 25.

But see Ruppenthal v. St. Louis, 190 Mo. 213, 88 S. W. 612.

27. Higert v. Greencastle, 43 Ind. 574; Barnes v. Newton, 46 Ia. 567.

28. § 2737, ante.

29. Seymour v. Salamanaca, 137 N. Y. 364, 33 N. E. 304.

30. Hogan v. Chicago, 168 Ill. 551, 48 N. E. 210.

§ 2750, post.

31. Springfield v. Tomlinson, 79 Ill. App. 399.

32. Beazan v. Mason City, 58 Ia. 233, 12 N. W. 279.

If part of a sidewalk is permitted to be torn up, and an injury results, it is no defense that the municipality was not bound to construct a walk at that point. Belyea v. Port Huron, 136 Mich. 504, 99 N. W. 740.

33. Streeter v. Breckenridge, 23 Mo. App. 244.

It is not sufficient that the part of the highway prepared for and used by vehicles is in safe condition

for the use of pedestrians. James v. Portage, 48 Wis. 677, 5 N. W. 31.

34. Hillyer v. Winsted, 77 Conn. 304, 59 Atl. 40.

35. Will v. Mendon, 108 Mich. 251, 66 N. W. 58.

36. Bucher v. Sunbury Borough, 216 Pa. 89, 64 Atl. 906.

37. Even where the board of education of a city is a corporation independent of the city corporation, the city is liable for defective sidewalks in front of a building occupied by the board of education for school purposes, the defect being due to ice from water negligently allowed to flow from school buildings. Pymm v. New York, 97 N. Y. S. 1108, 111 App. Div. 330.

38. Atchison v. Mayhood, 69 Kan. 672, 77 Pac. 549.

But where no sidewalk has been built along one side of a street, and there is merely a narrow path with cinders over its surface a part of the way, the municipality is not liable, it is held in Missouri, to one injured by stepping into a shallow ditch washed out across the pathway. Curran v. St. Joseph, 143 Mo. App. 618, 128 S. W. 203, and see Ely v. St. Louis, 181 Mo. 723, 81 S. W. 168.

39. Lusch v. Odin, 158 Ill. App. 657, 661.

Keeping up a good sidewalk on one side of the street does not relieve a municipality from liability for defects in a pathway (not a sidewalk) on the other side of the street over which people generally passed on foot.⁴⁰

§ 2744. Same—sidewalks partly or wholly outside limits of street.

A municipality is liable, in case of negligence, for injuries resulting from defects in a sidewalk or driveway, within the municipal limits but wholly or partly outside the street limits, where it has constructed or controlled such way, or it is used as a part of the street to the knowledge of the municipality and without objection.⁴¹ However, if the sidewalk

It is immaterial that sidewalk is built of earth instead of the usual materials. *Graham v. Albert Lea*, 48 Minn. 201, 50 N. W. 1108.

40. *Neal v. Marion*, 129 N. C. 345, 40 S. E. 116.

Construction of a sidewalk on one side of a street is not notice to pedestrians not to walk on the other side. *Neal v. Marion*, 129 N. C. 345, 40 S. E. 116.

§ 2838, *post*.

41. *Mansfield v. Moore*, 124 Ill. 133, 16 N. E. 246; *Roodhouse v. Christian*, 55 Ill. App. 107, *aff'd* in 158 Ill. 137, 41 N. E. 748; *Worrell v. Bloomfield*, 148 Ia. 691, 127 N. W. 1082; *O'Neill v. West Branch*, 81 Mich. 544, 45 N. W. 1023; *Chadron v. Glover*, 43 Neb. 732, 62 N. W. 62; *Foxworthy v. Hastings*, 25 Neb. 133, 41 N. W. 132.

Contra, see *Stone v. Attleborough*, 140 Mass. 328, 4 N. E. 570.

Jewhurst v. Syracuse, 108 N. Y. 303, 15 N. E. 409, is the leading case in New York upon the subject. There the owner of land adjoining one of defendant's streets had built a sidewalk along the line thereof, consisting of two strips of 12-inch plank laid lengthwise of the street one foot apart, one strip inside and one outside of the limits of the street; and the plaintiff was injured by the breaking of the plank on which he was walking outside of the street limits. The sidewalk had been out of repair for a year, to the knowledge of defendant. A judgment recovered by plaintiff was affirmed by the court of appeals upon the theory that, where there is no visible

boundary to the line of a city street, and a portion of the roadway traveled on is so near the line as to induce the belief in any one passing upon the street and exercising reasonable care that he is within the line thereof, if such portion is for any reason rendered dangerous for travel, and the city has notice thereof, and such danger can be remedied by the exercise of reasonable care, either by the erection of a guard or railing along the line of the street or in some other way, and the city neglects to do this, it is liable to one injured because of such defect while traveling upon such portion of the roadway, if he himself is free from any contributory negligence. The fact that the city in such a case would have no right to go upon the private property and repair the defect was fully recognized by the court; but the defect, because of its propinquity to the highway and its apparent connection with it, was treated as a defect in the highway itself.

Immaterial that sidewalk used by the public and recognized as such by the municipality is in fact on private property. *O'Malley v. Lexington*, 99 Mo. App. 695, 74 S. W. 890. See also *Deland v. Cameron*, 112 Mo. App. 704, 87 S. W. 597.

The fact that a sidewalk, on which the injury occurred, is not within the limits of the street as laid out, where within the limits of the municipality, is immaterial, where the sidewalk runs along the street in the usual place in front of abutting lots, and has been under the control of the

is beyond the limits of the street and has not been recognized by the municipality as a public way, the municipal liability would not, it is clear, extend thereto; and mere acquiescence in the use of a sidewalk outside the street limits, by the public for several years, has been held not of itself to create liability.⁴²

§ 2745. Same—failure to construct sidewalks as distinguished from failure to repair.

Failure to construct any sidewalks at all is not actionable negligence.⁴³ And for failure of an abutter to construct a walk in front of his premises, as ordered, there being no sidewalk there, the municipality is not liable.⁴⁴

§ 2746. Space between driveway and sidewalk.

Space between the sidewalk and the roadway is a part of the street, although not intended for actual travel, and the municipality must protect pedestrians and other travelers from injury from defects in such part of the street.⁴⁵ So where a sidewalk has become unsuitable as a walk and pe-

municipality and used by the public for several years. *O'Laughlin v. Pawnee City*, 88 Neb. 244, 129 N. W. 271.

Walks on railroad right of way. Includes sidewalks built by municipality on a railroad right of way, where necessary for the use of the public. *Mansfield v. Moore*, 21 Ill. App. 326, *aff'd* in 124 Ill. 133, 16 N. E. 246.

42. *Bishop v. Centralia*, 49 Wis. 669, 6 N. W. 353.

But see § 1582, *ante*, vol. 4.

43. *Neal v. Marion*, 129 N. C. 345, 40 S. E. 116.

§ 2634, *ante*.

"It must be taken as a sound rule that the physical opening of the roadway or bed of a highway by a municipality does not render the municipality liable for its failure to build sidewalks simultaneously. There was nothing in the general circumstances of the locality, and nothing in the physical condition of the sides of the roadway, which might be construed by any one as indicating a sidewalk for the travel of pedestrians. The conclusion must be that the plaintiff should be held to have used it for just what it appeared to be, namely, ground in more or less rough condition at the

sides of a highway whose bed afforded safe means for travel." *Stadelmann v. New York*, 110 N. Y. S. 682, 126 App. Div. 352.

44. *Shietart v. Detroit*, 108 Mich. 309, 66 N. W. 221 (*Montgomery, J., dissenting*).

45. *Coffey v. Carthage*, 186 Mo. 573, 85 S. W. 532; *Fockler v. Kansas City*, 94 Mo. App. 464, 68 S. W. 363 (*falling over pile of stones*); *Townley v. Huntington*, 68 W. Va. 574, 70 S. E. 368.

See extensive note in 39 L. R. A. (N. S.) 94.

Must keep that part between the carriageway and the sidewalk in such repair that foot passengers may cross any part thereof with a reasonable degree of safety. *Raymond v. Lowell*, 6 Cush. (Mass.) 524, 53 Am. Dec. 57.

Space between curb and property line must be kept in reasonably safe condition. *Riley v. Kansas City*, 161 Mo. App. 290, 143 S. W. 541.

Ornamental grass plot, between the sidewalk and the curb line,—not a trespass for citizens to go upon or over it. *Johnson v. Bay City*, 164 Mich. 251, 129 N. W. 29.

Obstructions on such space, § 2768, *post*.

pedestrians constantly use another portion of the street between the curb and the lot line, the portion thus used is a sidewalk within the rule as to liability for defective sidewalks.⁴⁶ If the sidewalk, by ordinance, embraces a grass plot ten feet wide between the curbstone and lot line, the entire space must be kept reasonably safe for pedestrians who have occasion to use it.⁴⁷

§ 2747. Crosswalks.

The liability for defective streets extends to defects in crosswalks for the accommodation of pedestrians in crossing from one side of a street to another.⁴⁸ And liability does not

46. *Rea v. Sioux City*, 127 Ia. 615, 103 N. W. 949.

Includes traveled path between a street and a sidewalk, where generally used as a path of convenience with the knowledge of the municipality. *Aston v. Newton*, 134 Mass. 507, 45 Am. Rep. 347.

47. *Coffey v. Carthage*, 200 Mo. 616, 626-628, 98 S. W. 562.

48. *Georgia*. *Atlanta v. Champe*, 66 Ga. 659.

Illinois. *McLeansboro v. Trammel*, 109 Ill. App. 524.

Michigan. *Bigelow v. Kalamazoo*, 97 Mich. 121, 56 N. W. 339.

Missouri. *Gallagher v. Tipton*, 133 Mo. App. 557, 113 S. W. 674.

New York. *Walker v. Lockport*, 43 How. Pr. (N. Y.) 366.

Wisconsin. *Johnson v. Milwaukee*, 46 Wis. 568, 1 N. W. 187.

See also *Aston v. Newton*, 134 Mass. 507, 45 Am. Rep. 347; *Whitney v. Milwaukee*, 57 Wis. 639, 16 N. W. 12.

§§ 2790-2794, *post*.

Rule extends to a public place, not technically a street or a sidewalk, over which people walk in crossing from one street to another. *Graham v. Rockford*, 238 Ill. 214, 216, 87 N. E. 361.

Includes path worn across a street by pedestrians accustomed to cross at that place although there was no walk there. *Baker v. Grand Rapids*, 111 Mich. 447, 69 N. W. 740.

Walk crossing a public alley is a crosswalk, within statute, as distinguished from a sidewalk. *Pequignot v. Detroit*, 16 Fed. 211.

Street need not be in such condition, it would seem, that pedestrians may be able to cross with a reasonable degree of safety "at any and all

times." *Magaha v. Hagerstown*, 95 Md. 62, 51 Atl. 832, 93 Am. St. Rep. 317.

Bridge over a drain, where a walk crosses a street, is a part of the walk. *Atlanta v. Champe*, 66 Ga. 659.

Covering for a drain, where an unusual street crossing, is included. *Champaign v. Patterson*, 50 Ill. 61.

In *Bigelow v. Kalamazoo*, 97 Mich. 121, 56 N. W. 339, it is said: "Even in our most prominent thoroughfares, paved in the most approved manner, curbs must be carried, and at crossings they are from 2 to 6 inches higher than the pavement. The curb must be left bare, and inattentive people be liable to stumble, or, as is frequently done, a plank is placed upon an incline, upon which pedestrians carelessly advancing are liable to slip. In either case there is the minimum of danger. The walk is not absolutely safe, but it cannot be said that it is not in a reasonably safe condition. The same is true of nearly all of our alley crossings. Gutters are necessarily left for the passage of water. These crossings are not absolutely safe, but they may be reasonably so. Neither streets, sidewalks, not crosswalks can be constructed upon a dead level. People are liable to stumble over a Persian rug upon a parlor floor, and streets cannot be made less dangerous than drawing rooms. * * * Cities are not required to keep streets in a condition absolutely safe for travel. A crosswalk must be reasonably safe—reasonably safe in view of the purpose for which it is constructed, the necessary uses of the streets and all the varying conditions."

depend upon the construction of an *artificial* crossing over the street; and after a street crossing has been established *de facto* by public use, the municipality is not at liberty, merely because no artificial crossing has been constructed, to intersect the crossing which the public have established for themselves, with dangerous ditches and pit-falls.⁴⁹ So a city is liable for defects in a street crossing at a corner where there is a beaten footpath, notwithstanding the municipality has constructed a crosswalk on the opposite side of the street.⁵⁰

On the other hand, a municipality is ordinarily not liable for an injury caused by the *absence* of a crosswalk.⁵¹ But if a municipality has built and maintained a crosswalk, it cannot tear it up and leave unguarded a deep excavation caused thereby.⁵²

§ 2748. Alleys.

The duty to exercise reasonable care in regard to streets, and the corresponding liability for failing to fulfill the duty, includes alleys.⁵³ However, the same amount of care need not be exercised in regard to alleys as in case of streets.⁵⁴ And in Michigan a public *alley* has been held not a public *highway or street* within the statute authorizing a recovery for injuries sustained upon defective streets and highways.⁵⁵

§ 2749. Bridges.

In those states where it is held that municipalities are liable at common law for injuries resulting from defective streets, in case of negligence, the same rule is applied to bridges under the control of the municipality and for the upkeep of which municipal funds may be used, where a part

49. *Beardstown v. Smith*, 150 Ill. 169, 174, 37 N. E. 211.

50. *Comiskie v. Ypsilanti*, 116 Mich. 321, 74 N. W. 487.

51. *Williams v. Grand Rapids*, 59 Mich. 51, 26 N. W. 279.

52. *Alexander v. Big Rapids*, 76 Mich. 282, 284, 42 N. W. 1071.

53. *Topeka v. Cook*, 72 Kan. 795, 84 Pac. 376; *Gould v. Boston*, 120 Mass. 300; *Asbury v. Kansas City*, 161 Mo. App. 496, 144 S. W. 127; *Osage City v. Larkin*, 40 Kan. 206, 19 Pac. 658, 2 L. R. A. 56, 10 Am. St. Rep. 186 (immaterial that lots on both sides are owned by one person and that alley is impassible because of intersecting railroad).

It is no defense that there had been no work done to invite the pub-

lic over an alley which was entirely smooth ground and passable. *Osage City v. Larkin*, 40 Kan. 206, 19 Pac. 658, 2 L. R. A. 56, 10 Am. St. Rep. 186.

Alley. Cellarway or opening on side of but within alley, unguarded. Liable where pedestrian walks into it at night. *Fletcher v. Ellsworth*, 53 Kan. 751, 37 Pac. 115.

Liable for permitting a deep cellarway to remain unguarded at night in a public alley a few feet from a principal street. *Dallas v. Concordia*, 84 Kan. 734, 115 Pac. 558.

54. *Musick v. Latrobe*, 184 Pa. 375, 39 Atl. 226.

§ 2726, *ante*.

55. *Face v. Ionia*, 90 Mich. 104, 51 N. W. 184.

of the street.⁵⁶ This is so because a bridge connecting two ends of a street is a part of such street.⁵⁷ But where a bridge *outside the city limits* was built by the city, and maintained by the city, it was nevertheless held that where it was built by permission of the county on its public highway, it became the property of the county, and the city was not liable for injuries from defects therein.⁵⁸ So if the bridge, although within the corporate limits of the municipality, is not a part of a public street but instead on a private way and not controlled by the municipality, it is not liable for defects therein.⁵⁹ So it has been held that no liability existed where a

56. *Alabama*. Smoot v. Wetumpka, 24 Ala. 112.

Colorado. Denver v. Dunsmore, 7 Colo. 328, 3 Pac. 705.

Florida. Jacksonville v. Drew, 19 Fla. 106, 45 Am. Rep. 5.

Illinois. Transp. Co. v. Chicago, 237 Ill. 581, 86 N. E. 1093; Marseilles v. Howland, 124 Ill. 547, 16 N. E. 883; Mechanicsburg v. Meredith, 54 Ill. 84; Caddagan v. Chicago, 130 Ill. App. 472.

Indiana. Goshen v. Myers, 119 Ind. 196, 21 N. E. 657; Lowrey v. Delphi, 55 Ind. 250; Connersville v. Snider, 31 Ind. App. 218, 67 N. E. 555.

Iowa. Freeman v. Independence, 123 Ia. 1, 97 N. W. 1083.

Kansas. Rosedale v. Golding, 55 Kan. 167, 40 Pac. 284.

Kentucky. Campbellsville v. Morgan (Ky. 1912), 150 S. W. 521.

Louisiana. Buechner v. New Orleans, 112 La. 599, 36 So. 603, 66 L. R. A. 334, 104 Am. St. Rep. 455.

Minnesota. Grant v. Brainard, 86 Minn. 126, 90 N. W. 307; Altnow v. Sibley, 30 Minn. 186, 14 N. W. 877, 44 Am. Rep. 191. See also O'Leary v. Mankato, 21 Minn. 65.

Missouri. Jordan v. Hannibal, 87 Mo. 673.

North Carolina. White v. Chowan, 90 N. C. 437, 47 Am. Rep. 534.

Utah. Mackay v. Salt Lake City, 29 Utah, 247, 81 Pac. 81.

West Virginia. Cavender v. Charleston, 62 W. Va. 654, 59 S. E. 732.

United States. Weightman v. Washington, 66 U. S. 39, 17 L. Ed. 52; Nebraska City v. Campbell, 2 Black (U. S.), 590, 17 L. Ed. 271; Great Lakes Towing Co. v. Kelley Island L. & T. Co., 176 Fed. 492, 100 C. C. A. 108.

Bridges. So defects in a bridge built by mill owners by the side of a public bridge are actionable, where the public are allowed to use both indiscriminately. Detwiler v. Lansing, 95 Mich. 484, 55 N. W. 361.

Applies to bridge built by a private citizen, where a part of the sidewalk. McDonald v. Ashland, 78 Wis. 251, 47 N. W. 434.

Bridge first built by county no defense. Eudora v. Miller, 30 Kan. 494, 2 Pac. 685.

Where county owned bridge, and one end abutted on a city, *approach to bridge* on city side held not a city highway, under particular facts. Bishop v. Centralia, 49 Wis. 669, 6 N. W. 353.

However, if the authority to build a bridge was based on an unconstitutional statute, the municipality is not liable for defects therein. Albany v. Cunliff, 2 N. Y. 165, and see § 2637, *ante*.

In Wisconsin. statute expressly makes cities liable for an "insufficiency or want of repair" of a bridge. Johnson v. Eau Claire, 149 Wis. 194, 135 N. W. 481, holding three-inch plank nailed diagonally across bridge, so that front wheels of wagon would not strike the plank at the same time, within the statute.

Want of funds to repair bridge is no defense, since the municipality can close the bridge if it is unsafe. Carney v. Marseilles, 136 Ill. 401, 26 N. E. 491, and see § 2732, *ante*.

57. § 1282, *ante*, vol. 3.

58. Montezuma v. Law, 1 Ga. App. 579, 57 S. E. 1025.

59. Sandersville v. Hurst, 111 Ga. 453, 36 S. E. 757.

Bridge built by a land company on a street on its plan of lots, where no

bridge and its approaches were not constructed by the municipality, and it had not appropriated or taken charge of them, but instead they were *constructed by the state* and continued under its control, although permitted to be used by the public as a highway.⁶⁰ In Illinois, however, it is held that a village cannot escape liability on the ground that the bridge was built and owned by the state, and that the village did not accept it when tendered to it, where it allowed the bridge to be used by the public as a highway and also gravelled and repaired it.⁶¹

If the duty to repair a particular bridge rests upon a municipality, the fact that a corporation or individual is also under the same duty, does not absolve the municipality from liability for injuries from failure to repair.⁶²

There is little, if any, difference between the law relating to liability for defective bridges and that relating to liability for defective highways other than bridges. For instance, the same rules apply as to the necessity for notice of the defective condition,⁶³ the duty to inspect to discover defects,⁶⁴ the duty to provide railings and guards,⁶⁵ the liability for defective plans,⁶⁶ the rules governing contributory negligence,⁶⁷ etc. And most of the law relating to liability for defective bridges concerns the liability of *counties* which is not within the scope of this work.

acceptance of the street by the municipality, is not within municipal liability, where defective. *Grant v. Dickson City Borough*, 235 Pa. 536, 84 Atl. 454.

60. *Carpenter v. Cohoes*, 81 N. Y. 21, 37 Am. Rep. 468.

61. *Lawrence v. Channahon*, 157 Ill. App. 560, 562.

62. *Fowler v. Strawberry Hill*, 74 Ia. 644, 38 N. W. 521; *Eyler v. Alleghany County*, 49 Md. 257, 272, 33 Am. Rep. 249.

In *Massachusetts*, there is a statute to the contrary as to railroads. *Wilson v. Boston*, 117 Mass. 509; *White v. Quincy*, 97 Mass. 430.

63. See §§ 2807-2818, *post*.

64. § 2815, *post*.

65. §§ 2705-2804, *post*.

Duty to guard approaches to bridge, see *Reinhardt v. South Easton (Pa.)*, 4 Atl. 532.

Absence of siderails on bridge only 34 feet long, in a small country village, some 3 or 4 feet above a creek, the walk being little used, held not negligence. *Foraker v. Sandy Lane*, 130 Pa. 123, 18 Atl. 609.

Absence of light at night on footbridge as negligence, held question for jury. *Loewer v. Sedalia*, 77 Mo. 431.

If a bridge is narrower than the street, it is generally negligence not to guard by a railing the approach to the bridge from the street. *Chicago v. Gallagher*, 44 Ill. 295.

Drawbridge. Where a municipality maintains a drawbridge as a part of a street, it is liable to one who falls into the water when the draw is open, where there are no barriers or lights. *Stephani v. Manitowoc*, 89 Wis. 467, 62 N. W. 176, and see § 2670, *ante*.

When the draw of a bridge is open, it is negligence for a municipality, where the bridge is a part of the street, to fail to guard it by preventing the approach of pedestrians and vehicles. *Chicago v. Thomas*, 141 Ill. App. 122.

66. § 2766, *post*.

67. §§ 2819-2841, *post*.

Contributory negligence of child, see *Cusimano v. New Orleans*, 123 La. 565, 49 So. 195.

Generally, towns are held *jointly liable* for injuries resulting from a defective *boundary* bridge;⁶⁸ but, under statutes or particular agreements, municipalities have been held liable only for accidents on their side of the line dividing the bridge.⁶⁹

In Pennsylvania, it has been held that a city, a borough and a township, cannot be held jointly liable for personal injuries occurring at a point where the three meet, where the bridge was being reconstructed, where the accident happened at a point wholly within the borough, and neither the city nor the township were negligent in failing to erect barriers.⁷⁰

4. LIABILITY FOR ACTS OF OTHERS.

§ 2750. May be liable for acts of third persons.

The fact that the defect or obstruction in a street is the result of an act of a third person, other than representatives or employees of the municipality, does not relieve the municipality from liability therefor,⁷¹ provided the municipality had

68. *Tolland v. Willington*, 26 Conn. 578; *Shaw v. Potsdam*, 42 N. Y. S. 779, 11 App. Div. 508; *Clapp v. Ellington*, 34 N. Y. S. 283, 87 Hun, 542.

69. *Perkins v. Oxford*, 66 Me. 545; *Sheridan v. Palmyra Tp.*, 180 Pa. St. 439, 36 Atl. 868.

70. *Skadra v. Plains Township*, 45 Pa. Super. Ct. 87.

71. *Delaware*. *Colburn v. Wilmington*, 4 Penn. (Del.) 443, 56 Atl. 605 (electric wire).

Indiana. *Senhem v. Evansville*, 140 Ind. 675, 40 N. E. 69; *Huntington v. Breen*, 77 Ind. 29; *Indianapolis & C. R. Co. v. State*, 37 Ind. 489; *Vincennes v. Spees* (Ind. App.), 72 N. E. 531, 35 Ind. App. 389, 74 N. E. 277.

Iowa. *Pace v. Webster*, 138 Ia. 107, 115 N. W. 888.

Kansas. *Holtza v. Kansas City*, 68 Kan. 157, 74 Pac. 594.

Kentucky. *Mayfield v. Hughley*, 135 Ky. 532, 122 S. W. 538; *West Kentucky Tel. Co. v. Pharis*, 25 Ky. L. Rep. 1838, 78 S. W. 917.

Massachusetts. *Bacon v. Boston*, 3 Cush. (Mass.) 174; *Loan v. Boston*, 106 Mass. 450 (gas company).

Michigan. *Bonneville v. Alpena*, 158 Mich. 279, 122 N. W. 618; *Davis v. Adrian*, 147 Mich. 300, 110 N. W. 1084.

Missouri. *Benton v. St. Louis*, 217 Mo. 687, 118 S. W. 418; *Brown v. Scruggs*, 141 Mo. App. 632, 125 S. W. 537.

New York. *Pettengill v. Yonkers*, 116 N. Y. 558, 22 N. E. 1095, 15 Am. St. Rep. 442; *Hume v. New York*, 74 N. Y. 264.

North Carolina. *Foy v. Winston*, 126 N. C. 381, 35 S. E. 609.

Pennsylvania. *Fleming v. Wilmerding*, 223 Pa. 295, 72 Atl. 624; *Koch v. Williamsport*, 195 Pa. 488, 46 Atl. 67 (*pile of rocks* in street put there by builder); *Mooney v. Luzerne*, 186 Pa. 161, 40 Atl. 311, 40 L. R. A. 811 (electric wires).

Texas. *San Antonio v. Wildenstein*, 49 Tex. Civ. App. 514, 109 S. W. 231.

West Virginia. *Curry v. Mannington*, 23 W. Va. 14.

Compare, however, where negligence was that of contractors engaged in putting in the New York subway. *Morris v. Interurban St. R. Co.*, 91 N. Y. S. 479, 100 App. Div. 295. •

The generally accepted doctrine in this country is said to be "that a municipality which is charged with the duty of keeping certain highways in safe condition for public travel, and which has either au-

actual knowledge of the defective condition, or was chargeable with notice thereof by lapse of time or otherwise, before the accident;⁷² and this is so regardless of the want of con-

thorized, or has been constrained by the operation of statute to permit, the performance of the work which, in the absence of certain precautions, will necessarily render one of these highways abnormally dangerous for the time being, is liable for the injuries caused by the absence of these precautions, whatever may be its relation to the party who is actually engaged in doing the work. The municipality lies in this regard under a primary, absolute, or nondelegable duty, in the performance of which it is bound to use reasonable care and diligence. *Moll Ind. Contractors*, p. 243, note 71." *Bailey v. Winston*, 157 N. C. 252, 72 S. E. 966.

The duty of the municipality is to remove all dangers, defects and obstructions, *from whatever cause arising*, where brought to its notice. *Circleville v. Sohn*, 59 Ohio St. 285, 52 N. E. 788, 69 Am. St. Rep. 777. See also *Dalton v. Albion*, 50 Mich. 129, 15 N. W. 46.

Immaterial who constructed approach to a street curb, where used for many years, with knowledge of the municipality. *Chicago v. Loebel*, 228 Ill. 52, 81 N. E. 796, aff'g 130 Ill. App. 487.

A municipality is liable for not abating a defect or nuisance in a street, although created by a third person. *Magaha v. Hagerstown*, 95 Md. 62, 51 Atl. 832, 93 Am. St. Rep. 317; *Griffin v. Boston*, 182 Mass. 409, 65 N. E. 811 (gravel heater); *Bourget v. Cambridge*, 159 Mass. 388, 34 N. E. 455.

Negligence of contractor no defense. *Cole v. East St. Louis*, 158 Ill. App. 494.

Municipal liability for defects in streets exists although the defect was caused by the transit commission which acted independently under direct legislative authority, where the municipality had actual or constructive notice of the defect. *Connelly v. Boston*, 206 Mass. 4, 91 N. E. 998.

Trespassers tore up part of a board sidewalk and replaced it with cement. City can not escape liability

for failure to repair connecting walk on theory that temporary barriers erected by such trespassers to protect cement until it solidified were removed without the consent of city. *Robinson v. Omaha*, 84 Neb. 642, 121 N. W. 969.

So where a city built a sidewalk ending abruptly several feet from the ground, and a loose plank was put there by third persons as a means of descent, and it fell while plaintiff was walking thereon, the municipality was, liable, where it had notice of the public use of such plank. *Hogan v. Chicago*, 168 Ill. 551, 48 N. E. 210, rev'g 59 Ill. App. 446.

However, failure of a municipality to abate as a nuisance a water station erected on a street by an individual, without permission, resulting in injury from flowing water to abutting property, does not make the municipality liable therefor. *Greenville v. Britton*, 19 Tex. Civ. App. 79, 45 S. W. 970. Suppose, however, *traveler* had been injured by running into it or by his horse becoming frightened thereat?

Building in street. Where an individual constructs a building in a street, and it has been there for some months, the municipality is liable for injuries from a horse becoming frightened, although sufficient space was left for the passage of vehicles and persons. *McDowell v. Preston*, 104 Minn. 263, 116 N. W. 470, 18 L. R. A. (N. S.) 190.

If a *building in a street* is a nuisance *per se*, one injured thereby may recover from the municipality although built by a street fair company. *Richmond v. Smith*, 101 Va. 161, 43 S. E. 345.

Bobsled in street. If an obstruction is left in a street, such as a bobsled which has broken down, and a reasonable time for its removal has elapsed, the municipality is liable for injuries resulting from a horse becoming frightened. *Cutler v. Des Moines*, 137 Ia. 643, 113 N. W. 1081.

72. §§ 2807-2818, *post*.

Notice necessary. *Lewisville v. Batson*, 29 Ind. App. 21, 63 N. E.

sent of the municipality.⁷³ Thus where a municipality permits a cellarway to be constructed in the sidewalk of a principal street, guarded only by a trapdoor which it permits the occupant of the adjoining premises to open at his option, it is liable for injuries resulting therefrom.⁷⁴ It is no defense that third persons may themselves be liable.⁷⁵ But where the defect is caused by a third person, the negligence for which the municipality is liable is not the creation of the defect but instead the negligence in failing to remove or guard the defect after actual or constructive notice thereof.⁷⁶

Thus, the fact that the municipality itself did not construct the sidewalk which was the cause of injury does not exonerate it.⁷⁷ So a municipality is not relieved from liability for failure to light its streets because of the fact that it had a contract with an electric light company and the latter let the lights go out.⁷⁸

This rule applies, *inter alia*, to defects or obstructions caused by the acts of *abutting owners*,⁷⁹ *independent public*

861; *Caton v. Sedalia*, 62 Mo. App. 227; *Davis v. Omaha*, 47 Neb. 836, 66 N. W. 859; *Requa v. Rochester*, 45 N. Y. 129, 6 Am. Rep. 52; *Birmingham v. Dover*, 3 Brewst. (Pa.) 69; *Gibson v. Huntington*, 38 W. Va. 177, 18 S. E. 447, 22 L. R. A. 561, 45 Am. St. Rep. 853; *Cook v. Milwaukee*, 24 Wis. 270, 1 Am. Rep. 183.

So it has been held that where a city knew that a boiler was being placed under a sidewalk, and the basement was not constructed as required by ordinance, which should have been known to a city officer whose duty it was to supervise such matters, and the boiler exploded and injured a pedestrian, negligence will be presumed from the fact of the explosion, under the rule of *res ipsa loquitur*. *Beall v. Seattle*, 28 Wash. 593, 69 Pac. 12, 61 L. R. A. 583, 92 Am. St. Rep. 892.

Obstruction in a street, placed there by a third person, does not create a cause of action against the municipality unless it has been there for a sufficiently long time to make it the duty of the municipality to remove it. *Farley v. New York*, 41 N. Y. S. 622, 9 App. Div. 536 (truck in street).

If erections in a street in violation of an ordinance are permitted by the
6 McQ. 19

municipality to remain there after knowledge thereof and that they were dangerous, the municipality is liable. *Farrell v. Dubuque*, 129 Ia. 447, 105 N. W. 696.

73. *Elkhart v. Ritter*, 66 Ind. 136; *Centerville v. Woods*, 57 Ind. 192; *McEvoy v. Sault Ste Marie*, 136 Mich. 172, 98 N. W. 1006.

Failure to at once stop excavations in a street by third persons is not a consent thereto. *McNaughton v. Elkhart*, 85 Ind. 384.

74. *Smith v. Leavenworth*, 15 Kan. 81.

75. *Indianapolis v. Doherty*, 71 Ind. 5.

76. *Brown v. Louisburg*, 126 N. C. 701, 36 S. E. 166, 78 Am. St. Rep. 677.

77. *Hillyer v. Winsted*, 77 Conn. 304, 59 Atl. 40.

§ 2743, *ante*.

78. *Baltimore v. Beck*, 96 Md. 183, 53 Atl. 976.

79. *Kentucky*. *Covington v. Johnson*, 24 Ky. L. Rep. 602, 69 S. W. 703.

Missouri. *Drake v. Kansas City*, 190 Mo. 370, 88 S. W. 689, 109 Am. St. Rep. 759 (raising covering of coal hole each day for six to eight weeks).

New York. *Urquhart v. Ogdensburgh*, 97 N. Y. 238.

officers,⁸⁰ a railroad company,⁸¹ or a water company or company engaged in constructing waterworks for the municipality.⁸²

On the other hand, a municipality is not liable where it did not cause the obstruction and is *powerless to remove it*. Thus, where a judge of a state court ordered a rope put across a public street to prevent travel and the resulting noise, the municipality is not liable to a traveler injured thereby.⁸³

Liability of a municipality for defects in streets, where the negligence is that of an independent contractor, is generally denied.⁸⁴ However, a municipality is liable for the negligence of a contractor *when he is engaged in performing a duty imposed by law upon the municipality*, such as the repair of streets.⁸⁵

Pennsylvania. Trego v. Honeybrook, 160 Pa. 76, 28 Atl. 639.

West Virginia. Bowen v. Huntington, 35 W. Va. 682, 14 S. E. 217.

Must see to it that abutter, in constructing sidewalks, uses suitable precautions to avoid accidents. Boucher v. New Haven, 40 Conn. 456.

In Michigan, however, under the statute and charter provisions of a city authorizing the city to build after notice, the city is not liable for injuries resulting from falling over the sidewalk built by a contractor employed by the abutter, to guard a newly constructed cement walk, since the contractor can not be said to have been performing a duty imposed by law on the city. Thompson v. West Bay City, 137 Mich. 94, 100 N. W. 280.

In New Hampshire, however, under the statute, municipality is not liable where person falls into a ditch across a street, dug by a third person to gain access to a drain pipe, since not resulting from an "obstruction, defect, insufficiency or want of repair" of a "bridge, culvert, or sluiceway, or dangerous embankments and defective railings." Wilder v. Concord, 72 N. H. 259, 56 Atl. 193.

80. Municipality is liable for where a ditch in a street is left open and unguarded by commissioners appointed by the legislature to have control of the municipal water works. Deyoe v. Saratoga Springs, 3 Thomp. & C. (N. Y.) 504, 1 Hun, 341.

81. **Georgia.** Bentley v. Atlanta, 92 Ga. 623, 18 S. E. 1013.

Massachusetts. Hawks v. Northampton, 116 Mass. 420.

Missouri. McCarroll v. Kansas City, 64 Mo. App. 283.

New York. Byrne v. Syracuse, 29 N. Y. S. 912, 79 Hun, 555.

Vermont. Willard v. Newbury, 22 Vt. 458.

If track illegally laid across highway, however, municipality not liable. Vinal v. Dorchester, 7 Gray (Mass.) 421.

Contra. If an excavation or obstruction is created in a street by a railroad company while relaying tracks, and plaintiff is injured before the abandonment of the work, the municipality is not liable. Long v. Philadelphia, 212 Pa. 125, 61 Atl. 810.

82. Butler v. Bangor, 67 Me. 385; Sherman v. Oneonta, 21 N. Y. S. 137, 66 Hun, 629; Scranton v. Catterson, 94 Pa. 202.

So if a pedestrian stumbles over a hydrant owned by a private company, the municipality is liable where it has allowed the hydrant to be maintained on the sidewalk in a position dangerous to travelers. King v. Oshkosh, 75 Wisc. 517, 44 N. W. 745.

83. Belvin v. Richmond, 85 Va. 574, 8 S. E. 378, 1 L. R. A. 807.

84. § 2662, *ante*.

85. § 2663, *ante*.

§ 2751. Liability for negligence of licensee.

There is no dispute that the granting of a license to a private person to make excavations in, or place obstructions on, a street, does not necessarily relieve the municipality from liability to travelers for injuries resulting from such excavations or obstructions;⁸⁶ and this is so although the permit was unauthorized or for an unlawful use of its streets,⁸⁷ or where a permit is necessary but was not obtained.⁸⁸ On the

86. *Springfield v. Scheevers*, 21 Ill. App. 203; *Hayes v. West Bay City*, 91 Mich. 418, 51 N. W. 1067. § 2660, *ante*.

Issuance of permit to place building materials in a street does not relieve the municipality of liability. *Senhenn v. Evansville*, 140 Ind. 675, 40 N. E. 69.

Where city gave a permit to a licensed plumber to open a street to make a sewer connection, and he failed to guard the trench at night, the city can not escape liability on the ground that the negligence was that of the plumber. *Bonneville v. Alpena*, 158 Mich. 279, 122 N. W. 618.

Where village *licensed* the construction of a drain in one of its most important streets, "it was bound to exercise ordinary care not only as to the construction of the drain but also as to its use within the streets." *Svensen v. Alden*, 101 Minn. 158, 112 N. W. 10.

Municipality can not relieve itself of duty to see that sidewalks are in reasonably safe condition by permitting an abutter to have a coal hole in the walk. *Chicago v. Jarvis*, 226 Ill. 614, 80 N. E. 1079.

Where the municipality consents to the creation of a nuisance in its streets, it is liable the same as if it had erected the nuisance itself. *Landau v. New York*, 180 N. Y. 48, 58, 72 N. E. 631, 105 Am. St. Rep. 709.

But permit to erect a building is not a permit to use the street; and the municipality does not thereby render itself liable for the negligent acts of the person constructing the building. *Copeland v. Seattle*, 33 Wash. 415, 74 Pac. 582, 65 L. R. A. 333.

In Pennsylvania, however, it has been held, contrary to the general trend of the decisions in other states, that a municipality is not liable to one falling in a trench dug in a

street by a private individual, under a permit from the municipality, to make a connection with the water pipes, on the theory such right to make connections is superior to the right of travel. *West Chester v. Apple*, 35 Pa. 284, 78 Am. Dec. 336; *Levenite v. Lancaster*, 215 Pa. 576, 64 Atl. 782; *Susquehanna Depot v. Simmons*, 112 Pa. 384, 5 Atl. 434.

87. *Cohen v. New York*, 113 N. Y. 532, 21 N. E. 700, 4 L. R. A. 406, 10 Am. St. Rep. 506.

In an Iowa case, in an action against a city to recover for personal injuries caused by the frightening of plaintiff's horse by a steam motor, used upon a street railway by permission of the city council, it was held that in the absence of express statutory authority a city has *no power to authorize or permit* the use of steam motors upon its streets, either upon ordinary railroads or street railways, and the grant of such authority or permission constitutes negligence which will render the city liable for damages caused thereby. The fact that the action of the city council in granting such right was without authority would not protect the city from liability, corporations being responsible for the acts of their officers and agents done within the apparent scope of their authority, and the streets of the city being under the control of the city council. *Stanley v. Davenport*, 54 Ia. 463, 2 N. W. 1064, 6 N. W. 706, 37 Am. Rep. 216. But see § 2737, *ante*.

88. If an excavation is made without a permit, where an ordinance requires a permit, and the municipality has actual or constructive notice of the dangerous condition, thereby created, it is liable to a traveler injured because thereof. *Boyle v. Hazelton*, 171 Pa. 167, 33 Atl. 142.

other hand, where the act for which the municipality gives a permit is, in itself, entirely proper and safe, and from which no injury could result except for the negligence of the person doing it, the municipality is not liable, at least in some states,⁸⁹ unless it is negligent, after notice that the licensee has rendered the street unsafe for use, in taking proper precautions to prevent injury.

The question as to which the authorities are conflicting, however, is whether *notice to the municipality* of the defective condition is necessary, or whether the granting of the permit is of itself sufficient notice to impose liability on the municipality for defects resulting from the exercise of the permit. Many of the decisions in regard to this matter are not clear, and in some states conflicting decisions are found, without attempt at reconciliation, and in some instances without reference in the opinion to the conflict in the same state.⁹⁰ It is also difficult to determine, in some states, just what, if any, importance is to be attributed to the fact that the work for which the permit is granted is intrinsically dangerous unless safeguarded. In some states, however, the rule is apparently well settled that if a municipality, empowered to do so, grants a license or a permit to third persons to use the streets, it is not liable for the negligence of the licensee in connection with the permit but only for its own negligence in not correcting the evil after notice, actual or constructive, at least if the permit does not authorize the doing of a thing intrinsically dangerous;⁹¹ but if supervision is reserved by

89. *Von Longerke v. New York*, 134 N. Y. S. 832, 837, 150 App. Div. 98, 103.

In Pennsylvania, it is held, it seems that a municipality is not liable for the negligence of a licensee, although resulting in a defect in a street, where the permit is granted for a proper and lawful purpose. *Levenite v. Lancaster*, 215 Pa. 576, 64 Atl. 782; *Susquehanna Depot v. Simmons*, 112 Pa. 384, 5 Atl. 434. But in a later case the effect of early decisions is somewhat modified by holding that while a municipality may not be responsible for the negligence of an owner of property engaged in work on a street done on notice from it, where the negligence is in the manner of doing the work on the part of the street necessarily occupied for that purpose, yet "its duty to exercise reasonable supervision of streets thrown open for travel

always continues." *Meyers v. Philadelphia*, 217 Pa. 159, 66 Atl. 251, 10 L. R. A. (N. S.) 678.

90. See *Domer v. District of Columbia*, 21 App. (D. C.) 284; *McPherson v. District of Columbia*, 7 Mackey (D. C.), 564, 567-569; *Herfurth v. Washington*, 6 D. C. 288.

91. *Indiana*. *Warsaw v. Dunlap*, 112 Ind. 576, 11 N. E. 623, 14 N. E. 568; *Kenyon v. Indianapolis*, Wills. (Ind.) 129.

New York. *Morgan v. Penn Yan*, 59 N. Y. S. 504, 42 App. Div. 582; *Friedman v. New York*, 116 N. Y. S. 750, 63 Misc. Rep. 310. See also *New York v. Conn.*, 117 N. Y. S. 514, 133 App. Div. 1, *Von Longerke v. New York*, 134 N. Y. S. 832, 150 App. Div. 98. But see as contra, *Tabor v. Buffalo*, 120 N. Y. S. 1089, 1091, 136 App. Div. 258; *Buckley v. New York*, 120 N. Y. S. 423, 135 App. Div. 512.

Ohio. *Columbus v. Penrod*, 73

the municipality, it would seem that the negligence of the licensee is attributable to the municipality without actual

Ohio St. 209, 76 N. E. 826, 3 L. R. A. (N. S.) 386, 112 Am. St. Rep. 716.

Tennessee. Franklin v. House, 104 Tenn. 1, 55 S. W. 153.

Texas. Browne v. Bachman, 31 Tex. Civ. App. 430, 72 S. W. 622. Compare San Antonio v. Ashton (Tex. Civ. App. 1911), 135 S. W. 757.

United States. Denver v. Sherret, 88 Fed. 226, 31 C. C. A. 499.

Cases at least tending to support this rule, see Thompson v. West Bay City, 137 Mich. 94, 100, 100 N. W. 280; Wright v. Muskegon, 140 Mich. 215, 103 N. W. 588; Davis v. Omaha, 47 Neb. 836, 66 N. W. 859.

Where a municipality ordered an abutter to build a sidewalk, as it had power to do, according to a fixed grade, and in doing so a pile of dirt was left on the the walk over night, without barriers or lights, the municipality is not liable, without notice of the defect, on the theory that the abutter or his contractor was the agent of the municipality. Frost v. Port Chester. 123 N. Y. S. 768, 139 App. Div. 197.

Where a company granted a permit to excavate in the streets, regularly put out lights to guard the excavation, failure of its employees to do so on one particular night is not notice to the municipality. Morgan v. Penn Yan, 59 N. Y. S. 504, 42 App. Div. 582.

In Indiana, it is held that that municipalities are not liable, without notice, for the acts of persons licensed to use its streets, *unless the thing authorized is intrinsically dangerous*. Warsaw v. Dunlap, 112 Ind. 576, 580, 11 N. E. 623. And a permit to excavate is evidently deemed "intrinsically dangerous" since it is held that if the municipality grants a permit to excavate in its streets, it is liable for failure to guard the excavation, although it had no notice that the excavation was not properly guarded. Evansville v. Behme (Ind. App. 1912), 97 N. E. 565. The Indiana rule is further elucidated as follows: "If a person, without the knowledge of the city and without license or authority from it, makes an excavation in a street or places

an obstruction therein, whereby the condition of the street is made dangerous, the city is not liable for injury resulting from such dangerous condition, unless it appears that the city had either actual or constructive notice of such condition in time to have taken precautions to prevent the injury. In such a case, the only negligence that can be charged against the city is that it failed to take proper precaution to prevent injury after notice of the dangerous condition of the street. On the other hand, if the city *by contract or license* authorizes an excavation to be made in a street, or an obstruction to be placed therein, which from its character and location will *necessarily or probably produce injury* to those using the street unless precautionary measures are taken to prevent it, such city will be liable in damages to a person injured by reason of the want of necessary precautionary measures to make it safe. To render the city liable in such a case, it is *not necessary to show that it had notice* that the person who had placed the obstruction or made the excavation in its street pursuant to such authority or license had failed to guard it or to light it, or to take other precautions necessary to make it safe, and that after such notice the city had time to have taken such precautions before the injury occurred. The duty to see that such precautions are taken rests primarily upon the city, and it can not absolve itself by delegating it to another." Per Chief Justice Lairy in Moore v. Bloomington (Ind. App. 1911), 95 N. E. 374.

New York rule. "For any obstruction or defect created by the city, for its own purposes, in its streets or its sidewalks, whereby persons are injured, the city will be liable, if the injury be due to the negligence of the city officials or employees. The same result follows if the work on the streets or sidewalks be done by others by the consent and under the supervision of the city authorities. * * * But if the work be done by the consent only of the city, and not under its immediate supervision, the

notice.⁹² However, in several states, the contrary rule is settled, and it is held that the municipality is *liable without notice*, where it has granted a permit to excavate or obstruct a street,⁹³ while in other states there is more or less *dicta*

city will not be liable for the negligence of those doing the work, but only for its own negligence in not correcting the evil after notice, actual or constructive." *McDermott v. Kingston*, 19 Hun (N. Y.), 198.

92. *Schumacher v. New York*, 57 N. Y. S. 968, 40 App. Div. 320. See also *Augusta v. Cone*, 91 Ga. 714, 17 S. E. 1005; *Hayes v. West Bay City*, 91 Mich. 418, 51 N. W. 1067; *McClammy v. Spokane*, 36 Wash. 339, 78 Pac. 912.

93. *Colorado*. *Denver v. Aaron*, 6 Colo. App. 232, 40 Pac. 587.

Georgia. *Augusta v. Cone*, 91 Ga. 714, 17 S. E. 1005; *Savannah v. Donnelly*, 71 Ga. 258; *Rome v. Davis*, 9 Ga. App. 62, 70 S. E. 594.

Illinois. *Lau v. Chicago*, 153 Ill. App. 50, 53.

Kentucky. *DeGarmo v. Vogt* (Ky. 1913), 152 S. W. 969; *Grider v. Jefferson Realty Co.* (Ky.), 116 S. W. 691; *Louisville v. Keher*, 117 Ky. 841, 79 S. W. 270.

Minnesota. *Cleveland v. St. Paul*, 18 Minn. 279.

Missouri. *Mehan v. St. Louis*, 217 Mo. 35, 116 S. W. 514; *Merritt v. Kinlock Tel. Co.*, 215 Mo. 299, 115 S. W. 19; *Lindsay v. Kansas City*, 195 Mo. 166, 93 S. W. 273; *Drake v. Kansas City*, 190 Mo. 370, 88 S. W. 689, 109 Am. St. Rep. 759; *Stephens v. Macon*, 83 Mo. 345; *Haniford v. Kansas*, 103 Mo. 172, 15 S. W. 753; *Golden v. Clinton*, 54 Mo. App. 100; *Russell v. Columbia*, 74 Mo. 480, 41 Am. Rep. 325.

Oklahoma. *Oklahoma City v. Welsh*, 3 Okla. 288, 291, 41 Pac. 598.

Washington. *Lasityr v. Olympia*, 61 Wash. 651, 112 Pac. 752; *McClammy v. Spokane*, 36 Wash. 339, 78 Pac. 912; *Sutton v. Snohomish*, 11 Wash. 24, 39 Pac. 273, 48 Am. St. Rep. 847. But compare *Apker v. Hoquiam*, 51 Wash. 567, 99 Pac. 746.

United States. *District of Columbia v. Woodbury*, 136 U. S. 450, 10 Sup. Ct. 990, 34 L. Ed. 472.

Granting of permit is notice. "If a private individual fails to protect an excavation in the street, then it

is the duty of the city authorities to see that it is protected, and they are held responsible that he should do so, for they were notified that he is going on with the work when he obtains the permit. The city is liable for negligence in failing to exercise supervision and inspection if injury results by such excavation made by an individual under such permit or license issued by it." *Kinsey v. Kinston*, 145 N. C. 106, 58 S. E. 912.

"The granting of the permit brought home to the city the knowledge for which the pit was to be used, as well as the knowledge of the natural and usual dangers incident to that use, namely, that it would be used for the purpose of slacking lime, which would produce a boiling mass; and that it would be dangerous to children playing around it, and to other pedestrians and travelers upon the street who should happen to come in contact with it. Under the circumstances, the city was entitled to no notice." *Buttron v. Bridell*, 228 Mo. 622, 129 S. W. 12.

Excavations. The act of a person making an excavation in the street by permission of the city is the act of the city, and no notice to the latter of such excavation is necessary to render it liable to the person sustaining injuries therefrom. *Stephens v. Macon*, 83 Mo. 345; *Haniford v. Kansas City*, 103 Mo. 172, 15 S. W. 753.

Permit for show in street. "The permission thus impliedly or expressly given, by which the city for the time being undertook to suspend or withhold the exercise of its statutory duty to keep its streets 'open and free from nuisance,' and allow them to be converted into a stage or theatre for a dangerous performance having no relation to the use for which a public way is designed, it became not only chargeable with notice of the nuisance and moment of its erection, but became in legal effect the creator of the nuisance substantially the same as if the struc-

or the like supporting the rule that no notice is necessary.⁹⁴ However, a permit to do one thing cannot be construed as equivalent to notice of the doing of another and different thing.⁹⁵ In still other states, notice has been held unnecessary in cases where the permit was for an excavation which would be dangerous unless guarded, without commenting on the importance of the element of danger, so that it is a matter of doubt what would be the holding if the work was not intrinsically dangerous.⁹⁶ The rule that no notice is necessary, it is submitted, is the better one, on the theory that the granting of the permit is itself in the nature of notice to the municipality, especially if the work is inherently dangerous if not properly safeguarded.

In Iowa, it has been held that if the power does not exist to permit a certain use of a city street, the permission is negligence for which the city is liable,⁹⁷ and it is undoubtedly true that the fact that the permit is *ultra vires* and void does not exonerate the municipality.⁹⁸

§ 2752. Same—licenses for amusements, shows or fireworks in streets.

It has been held that a municipality is not liable where it grants permission to use its streets for particular purposes of sport or amusement and injury results therefrom, such as a permit to *coast* on certain streets,⁹⁹ or a permit for *horse*

ture were one of its own making." *Wheeler v. Ft. Dodge*, 131 Ia. 566, 108 N. W. 1057.

License to build sidewalk—traveler injured by falling through concrete while in course of construction, the barriers having been taken down temporarily—city liable. *Lau v. Chicago*, 153 Ill. App. 50.

Permission to close a street to change the grade between a street and a railroad is notice of its dangerous condition. *Torphy v. Fall River*, 188 Mass. 310, 74 N. E. 465.

But defects existing at a point beyond the street line need not be investigated and remedied by the municipality. *Hoffman v. Mayville*, 123 Ky. 707, 29 Ky. L. Rep. 1245, 97 S. W. 360.

94. See *Carstesen v. Stratford*, 67 Conn. 428, 434, 35 Atl. 276; *Baltimore v. Pendleton*, 15 Md. 12; *Bennett v. Everett*, 191 Mass. 364, 77 N. E. 886.

95. *Bellevue v. Rentz* (Ky. 1913), 153 S. W. 732.

96. *Kinsey v. Kinston*, 145 N. C. 106, 58 S. E. 912.

97. *Stanley v. Davenport*, 54 Ia. 463, 467, 2 N. W. 1064, 37 Am. Rep. 216.

98. *Richmond v. Smith*, 101 Va. 161, 43 S. E. 345.

99. *Coasting permit*. The city may lawfully permit the use of its streets for coasting, but it can not do so if such use amounts to the maintenance of a public nuisance, the determination of which question is controlled by the surrounding circumstances. In a Michigan case a city had set apart a particular street for coasting, and one making proper use of the street was injured by a coasting sled running into him. The court found that the use of the street for coasting was not necessarily a nuisance, therefore the city was held not liable. The court further found that the action of the council in setting aside the street for this use was within its discretionary and legislative powers, and however unwise it may have been exercised in the particular instance the courts should not interfere. *Burford v. Grand Rapids*,

*racing on a street,*¹ or a permit for a *bear show* other than on the streets.² On the other hand, it is held in some jurisdictions that if the permit is to use the streets for an unlawful purpose and one which is a nuisance, the municipality is liable where the streets are thereby made dangerous,³ and it has been held that the same rule applies as in case of a license of an act resulting in an excavation or obstruction in a street.⁴ Thus, in Indiana, it is held that if a municipality

53 Mich. 98, 18 N. W. 571, 51 Am. Rep. 105.

1. Allowing horse racing in a street in proper condition for travel does not make the municipality liable where one of the horses runs into a traveler. *McCarthy v. Munsing*, 136 Mich. 622, 99 N. W. 865; *Marth v. Kingfisher*, 22 Okla. 602, 98 Pac. 436, in which it is said: "Our attention has been called by plaintiff to the case of *Little, Adm'r, v. City of Madison*, 42 Wis. 643, 24 Am. Rep. 435, as holding the contrary to this doctrine. The alleged facts which the court held in that case constituted a cause of action were that the officers of the defendant city had knowingly, negligently, and carelessly allowed one of the streets to become incumbered and obstructed by an exhibition of wild animals upon the same by granting to the owners of the wild animals a license to exhibit the same upon the street, and plaintiff's team was frightened by said animals and ran away and thereby injured plaintiff's wife; but the same court, in commenting upon this case in *Schultz v. City of Milwaukee*, 49 Wis. 254, 5 N. W. 342, 35 Am. Rep. 779, limits very much the expressions of the court in *Little v. City of Madison*, *supra*, in the following language: 'Although reference is made in the opinion by Mr. Justice Cole to the fact that it was alleged in the complaint that the agent of the city knowingly and carelessly allowed one of its principal streets to become obstructed by the exhibition, yet the precise ground of the judgment in that case is that of a municipal corporation, in the attempted exercise of any power conferred upon it by law, as to license shows, amusements, and the like, exceeds its authority, and licenses the placing of a public nuisance in a street, or the unlawful and dangerous use of a

street for any purpose, and an injury results therefrom, without negligence on the part of the person injured, the municipality is liable to respond in damages for such injury. The case goes no further, and could not without violating well settled principles of law.'"

2. Where a city granted a license for a bear show within the city limits, without specifying the place, it is not liable for injuries received from a bear show in the streets, since it will be presumed that the license was for a show on a private lot, and the municipality is not liable for failure of its police officers to prevent the show in the streets. *Little v. Madison*, 49 Wis. 605, 6 N. W. 249, 35 Am. Rep. 793.

3. *Richmond v. Smith*, 101 Va. 161, 43 S. E. 345.

Not liable unless shown that the act licensed was dangerous in itself. *Wheeler v. Plymouth*, 116 Ind. 158, 18 N. E. 532, 9 Am. St. Rep. 837.

4. License other than for excavation or obstruction. "We can see no reason why the principle announced and applied in these cases should not apply to a case where a city expressly grants a permission or license authorizing the use of a street for a purpose which, in its nature, is intrinsically dangerous, and which necessarily or ordinarily renders the use of the street unsafe unless precautions are taken to prevent the danger ordinarily incident to such use, especially where the use authorized is an extraordinary and unusual use and one that is foreign to the purpose for which the street was dedicated. Counsel for appellee concedes that these principles apply where the act authorized results in an excavation or obstruction in the street or any other change in its physical condition which makes it unsafe for use; but it is urged that

grants a license to use a street or streets for an *exhibition of fireworks*, and one is injured while in the streets watching such exhibition, by being struck by a skyrocket, the municipality may be held liable if proper precautions are not taken.⁵ So it is held in New York that where a permit is granted in a large city, such as New York City, to display *fireworks* in a street, such permit, though beyond the power of the city, binds it because relating to the subject of fireworks which is within its jurisdiction; and that the city was liable for injuries resulting therefrom to third persons on the theory that it had *consented to the creation of a nuisance*.⁶ So it is held in Illinois that where a city affirmatively authorizes the use of its streets for a *carnival*, with the necessary structures, and pursuant thereto a platform is erected in the streets for use of patrons of a show, and a patron is injured because the platform was erected in an unsafe manner, the municipality is liable and cannot defend on the ground that the streets were intended for other uses.⁷

they should not apply when the act authorized or licensed does not change or affect the physical condition of the street, and which amounts only to a temporary use of the street, which may or may not be dangerous, according to the amount of care used. No court has recognized such a distinction so far as we have been able to learn from our investigation of the question, and we know of no sound reason upon which such a distinction could rest. There may be uses to which a street might be appropriated or subjected which would make it more unsafe for travel than it could be made by by any obstruction or change in its physical condition." Per Chief Justice Lairy in *Moore v. Bloomington* (Ind. App. 1911), 95 N. E. 374, in which case the license was for a public exhibition of *fireworks* in the street.

5. *Moore v. Bloomington* (Ind. App. 1911), 95 N. E. 374, dist'g *Wheeler v. Plymouth*, 116 Ind. 158, 18 N. E. 532, 9 Am. St. Rep. 837, on the ground that the act authorized to be done in that case was not to be done in a street.

In Arizona, however, city held not liable for injuries from fireworks

licensed by city. *Fisfield v. Phoenix*, 4 Ariz. 283, 36 Pac. 916, 24 L. R. A. 430.

In West Virginia, city not liable for injuries received from fireworks shot off with consent of city officers. *Bartlett v. Clarksburg*, 45 W. Va. 393, 31 S. E. 918, 43 L. R. A. 295, 72 Am. St. Rep. 817.

6. *Landau v. New York*, 180 N. Y. 48, 72 N. E. 631, 105 Am. St. Rep. 709.

Where the mayor of Brooklyn, New York, acting under an ordinance, granted a permit for a display of fireworks at the junction of two narrow streets, and a sky rocket set fire to plaintiff's building, the municipality was held liable, and could not escape liability either on the ground that the ordinance transcended the power of the common council, or that the ordinance did not authorize the mayor to grant such a permit, where the ordinance is somewhat ambiguous and the construction adopted had the sanction of like action for several years. *Spier v. Brooklyn*, 139 N. Y. 6, 34 N. E. 727, 21 L. R. A. 641, 36 Am. St. Rep. 664, aff'g 19 N. Y. S. 665.

7. *Van Cleef v. Chicago*, 240 Ill. 318, 88 N. E. 815.

5. WHO MAY SUE.

§ 2753. In general.

The duty of a municipality to use reasonable care to keep its streets and sidewalks safe inures to the benefit of every person lawfully using the street,⁸ whether he be in a horse-driven vehicle, an automobile, on horseback, on a tricycle, bicycle, or motorcycle, or a pedestrian; and whether the person is an adult or a child.⁹ But liability for defective streets does not extend, it would seem, to *one not in the street* at the time when injured.¹⁰

In early days, one *traveling on Sunday* could not recover, in some states, unless traveling from necessity or charity.¹¹

§ 2754. Right to sue as limited to "travelers."

In some states, in nearly if not all where the liability is statutory and the ruling is influenced by the particular word-

8. An obstruction in a street, to be actionable, need not endanger all modes of public travel, but it is sufficient that it makes dangerous any mode which the public has a right to use. *Powers v. Boston*, 154 Mass. 60, 27 N. E. 995.

"If a street be used for purposes wholly foreign to its legitimate objects, and injury results from a defective adaptation, or a non-adaptation to such purposes, there can be no responsibility. Thus if a circusman or a juggler monopolizes a space in a public street for exhibiting his show, and while so doing suffers an injury resulting from a defective construction of the highway, he cannot therefore have redress against the municipality. But the principle here involved must have reasonable interpretation. The street is for travel. * * * In Missouri the liability, if any, rests upon general principles, applying to the municipal dereliction of a legal duty. The duty is inferred from the grant of an exclusive power to 'construct and keep in repair all bridges, streets, sewers, and drains, and to regulate the use thereof,' etc. The use of the streets to be so constructed and kept in repair is not limited by a particular word or words. The purposes for which streets are made, however, are sufficiently understood. They embrace the general convenience of the public in out-of-door locomotion and

intercommunication, according to the well-known habits of the community. It would shock the understanding of any citizen to be told that when on the street he must be perpetually moving, and that he cannot stop an instant to greet a friend without becoming a trespasser." *Donoho v. Vulcan Iron Works*, 7 Mo. App. 447.

Lessee. Of course, a lessee from the municipality, where the lease is void, cannot recover damages accruing to him as lessee because of failure to repair a street. *Lord v. Oconto*, 47 Wis. 386, 2 N. W. 785.

9. § 2757, *post*.

Roller skater. While a municipality is under no obligation to provide ways safe for *roller skating*, yet where the defect was more or less dangerous to all persons passing on the sidewalk, whether walking or on skates, and the fall was not due to the fact that the injured person was on skates, the municipality is liable. *Collins v. Philadelphia*, 227 Pa. 121, 75 Atl. 1028, 27 L. R. A. (N. S.) 909.

10. *Stuble v. Allison Realty Co.*, 108 N. Y. S. 759, 124 App. Div. 162. See also *Dorsett v. Greencastle*, 141 Ind. 38, 40 N. E. 131.

Does not include persons not in the street but on adjoining property. *Kiley v. Kansas City*, 87 Mo. 103, 56 Am. Rep. 443.

11. *Gorman v. Lowell*, 117 Mass. 65.

ing of the statute, it is held that the person injured must have been using the street, at the time of the accident, for the purpose of travel;¹² and one gives up his position as a traveler when he abandons the use of the street for travel, and passes from the surface thereof into a catch-basin below, to rescue a child who had fallen into it.¹³

In most states, however, the liability is *not confined to travelers*, but extends to a person stopping on the street to converse with another, or stopping to see a procession pass, or using the street for convenience or pleasure, and there are liabilities to abutting owners and to children playing upon the street.¹⁴ So the duty extends to a traveler crossing a sidewalk as well as to those traveling lengthwise thereon.¹⁵ And

12. *Reed v. Madison*, 83 Wis. 171, 53 N. W. 547, 17 L. R. A. 733.

Persons sitting on or leaning against railings do so at their own risk. *Stickney v. Salem*, 3 Allen (Mass.), 374.

But where one went into a street to see a procession form, and was injured after standing there from three to five minutes, it cannot be said as a matter of law that he was not "traveling upon a highway," within the statute. *Varney v. Manchester*, 58 N. H. 430, 40 Am. Rep. 592.

An abutter is a *traveler* although he retraced his steps from the entrance door to his apartments to a point near a side entrance where he was injured. *Strack v. Milwaukee*, 121 Wis. 91, 98 N. W. 947.

In Maine, it has been held that one injured while passing to a private way over a gutter planking within the limits of the street but outside of the traveled portion thereof was not a "traveler," within the meaning of the statute. *Philbrick v. Pittston*, 63 Me. 477.

Spectator at road race of automobiles cannot recover. *Bogart v. New York*, 200 N. Y. 379, 93 N. E. 937; *Johnson v. New York*, 186 N. Y. 139, 78 N. E. 715.

13. *Kelley v. Boston*, 180 Mass. 233, 62 N. E. 259.

14. *Van Cleef v. Chicago*, 240 Ill. 318, 88 N. E. 815.

Party injured need not be using the sidewalk for travel. *Columbus v. Anglin*, 120 Ga. 785, 789, 48 S. E. 318.

The mere stopping of one passing

along a street, "to converse with some other person, and leaning against the railing of a bridge that forms a part of the highway," does not of itself preclude recovery. *Whitewright v. Taylor*, 23 Tex. Civ. App. 486, 57 S. W. 311. *Contra*, *Stickney v. Salem*, 3 Allen (Mass.), 374.

A person may sue where the injury was received while making a brief stop to rest. *Kessler v. Berger*, 205 Pa. 289, 54 Atl. 887, 61 L. R. A. 611.

Carnivals—booths. Where a city granted permission to use a street for a carnival, and a platform was erected thereon for a show, and a patron was injured because of its unsafe condition, the municipality cannot escape liability on the ground that when the patron started up the stairway leading to the platform the duty of the city ceased and could not come into being again until he was again on the street. *Van Cleef v. Chicago*, 240 Ill. 318, 88 N. E. 815.

Recovery for injury from fireworks cannot be defeated by the fact that plaintiff was not using the street for travel at the time of his injury but had come to the place solely for the purpose of watching the fireworks. *Moore v. Bloomington* (Ind. App. 1911), 95 N. E. 374; *Dowell v. Guthrie*, 99 Mo. 653, 12 S. W. 900, 17 Am. St. Rep. 598; *Bradley v. Andrews*, 51 Vt. 530. *Contra*, *Scanlon v. Wedger*, 156 Mass. 462, 31 N. E. 642.

15. *Powers v. Penn. Mut. Life Ins. Co.*, 91 Mo. App. 55.

Compare *Dallas v. Webb*, 22 Tex. Civ. App. 48, 54 S. W. 398.

in no case should the term "traveler," if the liability be confined thereto, be given a narrow and restricted meaning.¹⁶ Thus, a traveler pausing for a brief time to watch what is going on in the street may recover, even in states where only travelers can recover.¹⁷

Among injured persons held entitled to sue are the following: *one unloading a wagon* in a street, in a reasonable and proper manner;¹⁸ persons crossing street to board a street car;¹⁹ one injured in street although while returning from a bawdy house.²⁰

§ 2755. Person using wrong part of street or for improper purpose.

If a person is using a part of the street for a purpose not intended as a proper use thereof, it seems that he cannot recover for defects therein, at least unless it was so defective that the municipality would be liable to one injured while using it for the purpose intended. To illustrate, if a wagon should be driven onto and along a sidewalk, used solely by pedestrians, the municipality would undoubtedly be held not liable for injuries resulting therefrom. So if one is using a sidewalk to *move a heavy safe* thereon, the municipality is not liable, where it breaks, provided the walk was reasonably safe for use in an ordinary manner.²¹ So where a sidewalk was reasonably safe for ordinary travel, the municipality is not liable where it broke under the weight of some fifty or more people packed together and attending a municipal auction, where the municipality did not invite the people to so

16. *Kansas City v. Orr*, 62 Kan. 61, 61 Pac. 397, 50 L. R. A. 783.

The term "traveler," as used to designate persons for whose use and benefit highways and streets must be kept in proper condition, has no technical, legal signification; and, under proper instructions, it is for the jury to say whether a person receiving an injury was traveling upon the highway or street within the meaning of the law. *Hardy v. Keene*, 52 N. H. 370.

17. *Donahue v. Newburyport*, 211 Mass. 561, 98 N. E. 1081.

In *Britton v. Cummington*, 107 Mass. 347, the plaintiff recovered for damages to his carriage and horses, although he had left his carriage, and was engaged in picking berries by the side of the road. The court says: "There can be no doubt that a traveler on the highway may stop

his horse, alight from his carriage, and employ himself, while out of his carriage, in acts that have no connection with his journey or his purpose. Such a position, and such employment, for the reasonable time, would not of itself deprive him of his rights as a traveler."

18. *Smethurst v. Barton Square, etc. Church*, 148 Mass. 261, 19 N. E. 387, 2 L. R. A. 695, 12 Am. St. Rep. 550.

19. *Fox v. Chelsea*, 171 Mass. 397, 50 N. E. 622.

20. *McVoy v. Knoxville*, 85 Tenn. 19, 1 S. W. 498.

21. *Kohlhof v. Chicago*, 192 Ill. 249, 61 N. E. 446, 85 Am. St. Rep. 335.

Not liable where injury to horse on footway. *Hemphill v. Boston*, 8 Cush. (Mass.) 195, 54 Am. Dec. 749.

pack themselves together.²² So a city is not liable where one driving a truck of extreme width on a driveway over a sidewalk, is injured by striking the side of the driveway, where it was sufficiently wide for ordinary wagons.²³ However, a municipality has been held liable for an injury to a person *driving a vehicle on a sidewalk* where it was devoted to the common use of both teams and pedestrians.²⁴

§ 2756. Officers or employees of municipality.

This duty to exercise ordinary care to keep the streets in reasonably safe condition extends to and includes as a beneficiary all officers and employees of the municipality;²⁵ and the fact that the *relation of master and servant exists*, and that a recovery would be precluded under the rules governing the liability of a master for injuries to his servant, does not preclude a recovery, since such persons may recover merely as a traveler upon the street, without regard to their relationship to the municipality.²⁶ This rule has been applied so as to authorize a recovery by *policemen*,²⁷ *firemen* in the employ of the municipality,²⁸ and the like. So a *councilman* may recover notwithstanding a law prohibiting such officers from contracting with the municipality.²⁹ Furthermore, the fact that the person injured was a member of the council from the time that the defects were first brought to the notice of the council until after the accident to him does not of itself preclude a recovery,³⁰ although if the person injured

22. *Zipkie v. Chicago*, 117 Ill. App. 418.

23. *Jordan v. New York*, 66 N. Y. S. 696, 44 App. Div. 149, *aff'd* without opinion in 165 N. Y. 657, 59 N. E. 1124.

24. *Lacon v. Page*, 48 Ill. 499.

Contra. "The sidewalks of a city are intended solely for the use of pedestrians. While they must be kept in reasonably safe repair for such use, the city is not bound to keep them fit for the use of vehicles also. If drivers of vehicles nevertheless use them for passage of their wagons, they must do so at their peril. Nor does the fact that the pavements have been so used by the acquiescence of the city for many years affect its liability in the matter so far as vehicle drivers are concerned." *Webster v. Vanceburg*, 130 Ky. 320, 113 S. W. 140.

25. Employees of municipality may sue. *Josupeet v. Niagara Falls*, 127 N. Y. S. 527, 70 Misc. Rep. 638.

§ 2620, *ante*.

26. *Kennedy v. Savannah*, 9 Ga. App. 760, 72 S. E. 160.

27. *Kennedy v. Savannah*, 9 Ga. App. 760, 72 S. E. 160.

Policeman does not, by reason of his employment, assume risks incident to defective streets. *Galveston v. Hemmis*, 72 Tex. 558, 11 S. W. 29, 13 Am. St. Rep. 828.

28. *Valparaiso v. Chester* (Ind. 1911), 96 N. E. 765; *Turner v. Indianapolis*, 96 Ind. 51; *Kansas City v. McDonald*, 60 Kan. 481, 57 Pac. 123, 45 L. R. A. 429; *Coots v. Detroit*, 75 Mich. 628, 43 N. W. 17, 5 L. R. A. 315; *Palmer v. Portsmouth*, 43 N. H. 265. See also *Wilson v. Great Southern Tel. & Tel. Co.*, 41 La. Ann. 1041, 6. So. 781.

29. *Danville v. Robinson*, 99 Va. 448, 39 S. E. 122, 55 L. R. A. 162.

30. *Danville v. Robinson*, 99 Va. 448, 39 S. E. 122, 55 L. R. A. 162

is an officer whose duty it is to repair the streets and who has the means so to do, he cannot recover where he is injured by reason of his neglect of duty to repair.³¹

§ 2757. Children.

Children are entitled to the benefit of the rule requiring the exercise of ordinary care to keep streets in a reasonably safe condition;³² and a recovery may be had, it is generally held, although the child when injured was using the street as a *playground*.³³ "A city owes substantially the same duties

31. *Wood v. Waterville*, 4 Mass. 422, 5 Mass. 294.

32. *Indianapolis v. Emmelman*, 108 Ind. 530, 9 N. E. 155, 58 Am. Rep. 65; *Covington v. Bollwinkle* (Ky.), 121 S. W. 664; *Omaha v. Richards*, 49 Neb. 244, 68 N. W. 528.

Compare *Shippey v. AuSable*, 65 Mich. 494, 32 N. W. 741.

33. *District of Columbia*. *District of Columbia v. Boswell*, 6 App. (D. C.) 402.

Georgia. *Augusta v. Tharpe*, 113 Ga. 152, 38 S. E. 389.

Illinois. *Chicago v. Keefe*, 114 Ill. 222, 2 N. E. 267, 55 Am. Rep. 860, explaining *Chicago v. Starr*, 42 Ill. 177, 89 Am. Dec. 422; *Bath v. Blake*, 97 Ill. App. 35; *Waverly v. Reesor*, 93 Ill. App. 649.

Kentucky. *Covington Saw Mill & Mfg. Co. v. Drexilius*, 120 Ky. 493, 27 Ky. L. Rep. 903, 87 S. W. 266, 117 Am. St. Rep. 593.

Missouri. *Straub v. St. Louis*, 175 Mo. 413, 75 S. W. 100; *Donoho v. Vulcan Iron Works*, 75 Mo. 401.

New York. *McGarry v. Loomis*, 63 N. Y. 104, 20 Am. Rep. 510; *McGuire v. Spence*, 91 N. Y. 303, 43 Am. Rep. 668; *Kelly v. Hudson Cos.*, 120 N. Y. S. 768, 65 Misc. Rep. 574.

West Virginia. *Gibson v. Huntington*, 38 W. Va. 177, 18 S. E. 477, 22 L. R. A. 561, 45 Am. St. Rep. 853.

See also *Indianapolis v. Emmelman*, 108 Ind. 530, 9 N. E. 155, 58 Am. Rep. 65.

"Children and youths have always used streets for their sports, subject to the regulation of municipal ordinance, and subject to the use of the streets for the other purposes above set out. The necessity for reasonable use of this kind becomes constantly more pressing with the increase in the size of towns and

cities, and the decrease of home space. To vast numbers of boys and girls the street affords the only place of sport and the only outlook from a pent-up home. The interest of the state is no less vital that these boys and girls should have a place for development of body and spirit by out of door sport, than its interest that they should have the public school as a place for mental training. Indeed, it is not to be doubted that arrested and abnormal development of men and women, which results in the great burden of crime borne by society, is due largely to the lack of parks and playgrounds, where the joy of activity in the fresh air may be found. It is no doubt true that the primary duty of the municipal authorities is to keep the streets safe and in good condition for travel, and if in doing that it becomes necessary to make them unfit and dangerous for the play of boys and girls no responsibility falls on the municipality; and it is also true that the police power extends to forbidding play in streets dangerous or unfit for that purpose from any cause; nevertheless, municipal authorities are bound to take notice of and have a reasonable regard for the fact that many streets are used for the play of boys and girls, and that they may be properly so used, without material interference with the main uses above set out. Viewing the general use of the street by boys and girls for play, and the long acquaintance by the public in such use, when it has not interfered with the other uses mentioned, and considering the growing scope of the duties of the state, and especially of municipal corporations, to the individual, it seems clear that the court should not

to children, properly on the streets, although engaged in play, as it does to travelers on business."³⁴ In *Massachusetts*, however, a municipality has been held not liable for injuries received by a child while playing in a street;³⁵ but even in that state a child does not cease to be a traveler when he steps aside for an instant to clasp, in play, a post in the highway, and almost in his path.³⁶ The same rule of non-liability prevails in *Maine*.³⁷ In *Michigan*³⁸ and *Wisconsin*,³⁹ the municipality is not liable to children using the street exclusively for play, but is liable where children, going from one place to another, stop to gratify their curiosity or to indulge their natural tendency to sportiveness, on the theory that such diversion or play is a mere incident of the travel and to be expected of children using streets for travel; and there is at least *dicta* in the *Massachusetts* decisions to support this distinction as the proper one.⁴⁰ In *Mississippi*, a child of tender years, playing upon a street, may recover, although an adult playing thereon cannot recover.⁴¹ On the other hand, a child, the same as an adult, cannot recover where he had no right to be where he was at the time of the accident, and the cause of the injury was his wantonly reckless act.⁴²

§ 2758. Automobilists.

If the street is not in proper condition for ordinary vehi-

lay it down, as a proposition of law applicable to all cases, that playing by boys and girls while they are still of the age of youthful sportiveness is an illegitimate use of a street, not to be anticipated by the authorities whose duty it is to keep highways in a reasonably safe condition." *Irvine v. Greenwood*, 89 S. C. 511, 72 S. E. 228.

34. *Townley v. Huntington*, 68 W. Va. 574, 70 S. E. 368.

35. Per Chief Justice Bigelow in *Blodgett v. Boston*, 8 Allen (Mass.), 237.

It is also held in that state that a child playing in a street is not a "traveler" within the meaning of the statute creating liability (*Hunt v. Salem*, 121 Mass. 294; *Tighe v. Lowell*, 119 Mass. 472), although the fact that just before the injury the child had been using the street for play does not preclude a recovery where at the time of the injury he was walking along the street as a traveler. *Graham v. Boston*, 156 Mass. 75, 30 N. E. 17.

36. *Gulline v. Lowell*, 144 Mass. 491, 11 N. E. 723, 59 Am. Rep. 102.

37. *Stinson v. Gardiner*, 42 Me. 248, 66 Am. Dec. 281.

38. *Beaudin v. Bay City*, 136 Mich. 333, 99 N. W. 285. See *Hamilton v. Detroit*, 105 Mich. 514, 63 N. W. 511.

39. *Reed v. Madison*, 83 Wis. 171, 53 N. W. 547, 17 L. R. A. 733; *Collins v. Janesville*, 111 Wis. 348, 87 N. W. 241; *Busse v. Rogers*, 120 Wis. 443, 98 N. W. 219, 64 L. R. A. 183.

40. *Blodgett v. Boston*, 8 Allen (Mass.), 237; *Gulline v. Lowell*, 144 Mass. 491, 11 N. E. 723, 59 Am. Rep. 102.

41. *Jackson v. Greenville*, 72 Miss. 220, 16 So. 382, 27 L. R. A. 527, 48 Am. St. Rep. 553.

Boy seventeen years old not, as matter of law, so old as to exclude him from rule requiring cities to exercise reasonable care to make streets safe for children playing therein. *Irvine v. Greenwood*, 89 S. C. 511, 72 S. E. 228.

42. *Gaughan v. Philadelphia*, 119 Pac. 503, 13 Atl. 300.

cles, an *automobilist* may recover for injuries resulting therefrom.⁴³ And it is no defense that the automobile is unregistered and unnumbered, where the statute merely prescribes a penalty therefor, since not thereby made a trespasser on the street.⁴⁴ But if the statute forbids the operation of an unregistered automobile upon a public highway, as in Massachusetts, no recovery can be had for injuries from defects in the highway, if the car is unregistered, since in such a case the automobile is unlawfully on the highway and hence is a trespasser.⁴⁵

§ 2759. Bicycle and tricycle riders.

The rules applying to *bicycles*⁴⁶ and *tricycles*⁴⁷ ridden on

43. *Baker v. Fall River*, 187 Mass. 53, 72 N. E. 336.

See also *Berry, Automobiles*, § 117.

"We think the sounder rule is laid down by one of these courts in the recent decision of *Doherty v. Town of Ayer*, 197 Mass. 241, 83 N. E. 677, 14 L. R. A. (N. S.) 816, where that court held that: 'Persons may lawfully ride in automobiles, as they may lawfully ride on bicycles, and cities and towns are bound to keep their ways reasonably safe and convenient for travel generally, including that properly undertaken upon such vehicles. * * * But if their ways are reasonably safe and convenient for travel generally, they are not liable for a failure to make special provisions, required only for the safety and convenience of persons using automobiles or bicycles.'" *Molway v. Chicago*, 239 Ill. 486, 88 N. E. 485.

44. *Hemming v. New Haven*, 82 Conn. 661, 74 Atl. 892, 25 L. R. A. (N. S.) 734.

45. *Feeley v. Melrose*, 205 Mass. 329, 91 N. E. 306, 27 L. R. A. (N. S.) 1156, 137 Am. St. Rep. 445.

Automobiles. "The fact that the plaintiff was operating his machine over the highway and that he had no license under the statute then in force (St. 1903, c. 473, §§ 4, 5, as amended by St. 1905, c. 311) was not necessarily fatal to his right to recover. It was merely evidence of his negligence in the management of his machine, to be considered by the jury in connection with the other evidence bearing upon that question. *Bourne v. Whitman*, 209 Mass. 155, 171, 95 N. E. 404, 35 L. R. A. (N. S.)

701. But if his machine was not registered or to be regarded as required by other sections of the statute, then his conduct in running it upon the highway and against the rope, the stretching of which across the street constituted the defect complained of, was the act of a mere trespasser, who had no other right than to be exempt from reckless, wanton or willful injury." *Holland v. Boston* (Mass. 1913), 100 N. E. 1009.

46. *Illinois*. *Molway v. Chicago*, 239 Ill. 486, 88 N. E. 485, aff'g 144 Ill. App. 509.

Massachusetts. *Clinton v. Revere*, 195 Mass. 151, 80 N. W. 813.

Michigan. *Lee v. Port Huron*, 128 Mich. 533, 87 N. W. 637, 55 L. R. A. 308; *Leslie v. Grand Rapids*, 120 Mich. 28, 78 N. W. 885.

New York. *Morrison v. Syracuse*, 61 N. Y. S. 313, 45 App. Div. 421.

Rhode Island. *Fox v. Clarke*, 25 R. I. 515, 57 Atl. 305, 65 L. R. A. 234.

Texas. *Laredo E. & R. Co. v. Hamilton*, 23 Tex. Civ. App. 480, 56 S. W. 998.

See also, as to effect of failure to maintain guard rail, *Smith v. Henderson*, 66 N. Y. S. 347, 54 App. Div. 26.

Bicyclist may recover. *Kokomo R. & L. Co. v. Studebaker*, 41 Ind. App. 11, 83 N. E. 260.

Municipality owes no greater duty to bicyclists than to persons riding or driving a horse on the street. *Bills v. Salt Lake City*, 37 Utah, 507, 109 Pac. 745.

47. *Wheeler v. Boone*, 108 Ia. 235, 78 N. W. 909, 44 L. R. A. 821.

a street or sidewalk is that the rider cannot recover for injuries resulting from defects in the street or sidewalk if it was in proper condition for pedestrians (in case of a sidewalk) or ordinary vehicles (in case of the driveway).⁴⁸ On the other hand, one rightfully riding a bicycle on a sidewalk is entitled to recover if the walk was not in proper condition even for pedestrians.⁴⁹

§ 2760. Owner of animal running at large.

In one case, a horse in a stable slipped its halter, ran out into the street, and stepped into a hole in the street and was injured. It was held by the Iowa Supreme Court that the municipal duty in regard to the safety of streets applied to "a horse not a trespasser, but which has escaped momentarily from the control of its owner, and which accident occurs while the animal is running over and upon a public street."⁵⁰

§ 2761. Person injured in front of own premises.

The fact that one is injured upon a defective sidewalk in front of the premises occupied by him does not necessarily preclude a recovery against the municipality. Thus, if the occupant is a mere tenant, and the defect which caused the injury was not due to any of his acts, he may recover.⁵¹

A *lessee* may recover for injuries resulting from a fall on a sidewalk in front of the premises which he occupies, where no duty to repair rests upon him and he himself had not erected or maintained anything which might cause the injuries complained of.⁵² *A fortiori*, a sub-lessee of two rooms in a house, and under no duty to repair the sidewalk, may recover.⁵³

§ 2762. Person injured while violating the law.

The fact that the injury occurred while the person injured was violating an ordinance does not preclude a recovery un-

48. "The law does not require that a road shall be absolutely safe for bicycling purposes any more than that it shall be absolutely safe for other methods of travel. The defect which renders municipalities liable must be such as would make the street or highway unsafe for the use of vehicles in general. * * * The authorities are not required to provide a street or highway equal in smoothness to a driving or racing track for either horses, bicycles or automobiles. A sharp stone, a tack, a bit of glass, or coal in a road might puncture a bicycle tire or cause an injury to the rider; but the authori-

ties are not ordinarily liable for or required to insure against such accidents." Per Justice Carter in *Molway v. Chicago*, 239 Ill. 486, 88 N. E. 485.

49. *Gagnier v. Fargo*, 11 N. D. 73, 88 N. W. 1030, 95 Am. St. Rep. 705.

50. *Nocks v. Whiting*, 126 Ia. 405, 102 N. W. 109, 106 Am. St. Rep. 371.

51. *Hendershott v. Grand Rapids*, 142 Mich. 140, 105 N. W. 140.

52. *Avery v. Syracuse*, 29 Hun (N. Y.), 537.

53. *Burt v. Boston*, 122 Mass. 223, 227.

less injury was the proximate cause of the violation,⁵⁴ or, as held in some states, "caused or contributed" to the injuries complained of.⁵⁵ Thus, one injured by a defect in a street but who was driving faster than allowed by ordinance at the time of the accident, cannot recover.⁵⁶ But the fast driving in violation of an ordinance must have, at least in some degree, contributed to the accident, to be a defense.⁵⁷ So where an ordinance forbade driving on sidewalks, if one intentionally drove on a sidewalk and this was a contributing cause of the injury, he cannot recover.⁵⁸

§ 2763. Servants of third persons working on streets.

The duty to keep streets reasonably safe also extends to a railroad employee necessarily engaged in the performance of his duties upon the street.⁵⁹

§ 2764. Necessity for special damage—rights of abutters.

It seems almost unnecessary to state that one cannot sue to recover damages for injuries from a defective highway unless he has suffered a special injury not such as shared by the public generally.⁶⁰ No recovery can be had where the injury is one common to all persons traveling on the road and those whose property abuts thereon, although the annoyance and inconvenience to some is much greater than to others, since it is not sufficient that the injury be different in degree if of

54. *Atchison v. Acheson*, 9 Kan. App. 33, 57 Pac. 248.

"It is asserted by plaintiff, and admitted by defendant, that plaintiff was riding his bicycle in a pathway used as such by the public. The ordinance in question prohibits its use as such and provides a penalty for its violation. The plaintiff was a trespasser, and not entitled to recover." *Williams v. St. Joseph*, 166 Mo. App. 229, 148 S. W. 459.

55. *Herries v. Waterloo*, 114 Ia. 374, 86 N. W. 306.

56. *Tuttle v. Lawrence*, 119 Mass. 276; *Heland v. Lowell*, 3 Allen (Mass.), 407, 81 Am. Dec. 670; *Luke v. El Paso* (Tex. Civ. App.), 60 S. W. 363 (if rate of speed caused the disaster).

Evidence admissible to show speed. *Herries v. Waterloo*, 114 Ia. 374, 86 N. W. 306, driving at greater speed than six miles an hour.

57. *Baker v. Portland*, 58 Me. 199, 4 Am. Dec. 274, followed in *Pueblo v. Smith*, 3 Colo. App. 386, 33 Pac. 685.

See also *Mullen v. Owosso*, 100 Mich. 103, 58 N. W. 663, 23 L. R. A. 693, 43 Am. St. Rep. 436.

58. *Arey v. Newton*, 148 Mass. 598, 20 N. E. 327, 12 Am. St. Rep. 604.

59. *Kansas City v. Orr*, 62 Kan. 61, 61 Pac. 397, 50 L. R. A. 783.

60. §§ 1382-1389, *ante*, vol. 3.

Compare, § 1408, *et seq.*, *ante*, vol. 3, as to what are special damages such as to entitle abutter to sue on vacation of street.

Can not recover for loss of wife's services and society. *Lounsbury v. Bridgeport*, 64 Conn. 360, 34 Atl. 93.

Injury to adjacent lots from the natural flow of water from streets is not actionable. *Montgomery v. Gilmer*, 33 Ala. 116, 70 Am. Dec. 562.

Consequential damages resulting indirectly from the defect in the street, to the buildings of an abutter, are generally not recoverable. *Ball v. Winchester*, 32 N. H. 435, where statute limited recovery to injuries resulting directly from the defect.

the same kind.⁶¹ So *abutting owners* are not entitled to sue, as such, to protect their rights, since there is no liability for consequential injuries to persons or property, not resulting from the use of the highway for travel,⁶² unless in exceptional cases.⁶³

Injury to the business of an abutter may be a special injury, under some circumstances, especially where the wrongdoer is a private person,⁶⁴ but some cases hold that a *municipality* is not liable to the owner or occupier of property fronting on a street for the loss to his business resulting from its neglect to keep the street in repair, whereby travel is, to some extent at least, diverted.⁶⁵ So, in West Virginia, it is held

61. See § 1382, *ante*, vol. 3.

"He, and he only, can maintain an action for a defect in a highway who has sustained some damage peculiar to himself, his trade or calling. A private action will not lie for an injury caused by the nonrepair of a highway, if all other persons passing suffer in the same kind, even though in far less degree. * * * Thus the mere fact that one is delayed by an obstruction, and is obliged, in common with every one else who attempts to use the highway, either to pursue his journey by a less direct road, or else to remove the obstruction will not entitle him to maintain an action for damages. And although an obstruction in a highway may make it difficult, or indeed impossible, for a merchant to deliver goods at his store, or for a farmer to gather his crops, or for a landlord to rent his houses, yet if the whole neighborhood suffer damages from the same cause, similar in kind, even if less in degree, no damages are recoverable. Upon this principle, no one can recover damages for being deprived, with the rest of the community, for the use of a highway by its total obstruction, as, for example, by a great fall of snow." 2 Shear. & Red. Neg., § 371.

62. *Florence v. Woodruff* (Ala. 1912), 59 So. 435.

63. "These cases are authority for the rule that the duty of a city in exercising control and supervision over its streets to an abutting property owner is analogous to the duty which an individual landowner owes to the premises of his neighbor. This view also finds support in other juris-

dictions where the question has been raised and we find nothing in our own cases to the contrary. This rule seems to be sound, and we see no reason why it should not be followed. Under this rule, the city in the case at bar would only be liable for damages to an abutting owner if the facts warranted the interference that it had permitted large quantities of inflammable materials to be placed in the street in such close proximity to the property of appellee as to amount to a wilful, or wanton, or negligent disregard of the rights of such abutting owner. The city would not be liable to the adjoining property owner for injuries caused by the ordinary use of the street, or for damages indirectly resulting from the ordinary and usual accumulation of waste materials upon the street. To permit a recovery in this case, it must be shown that the accumulation of inflammable materials were unusual, extraordinary, and dangerous, and that the city should have anticipated the danger to the property of appellee as a consequence of a fire breaking out in the rubbish deposited so close to its property." *Charles Eneu Johnson Co. v. Philadelphia*, 236 Pa. 510, 84 Atl. 1014.

64. § 1385, *ante*, vol. 3.

65. *Gold v. Philadelphia*, 115 Pa. 184, 8 Atl. 386.

No action lies to recover damages for the obstruction of a highway, against a city which is bound to keep it in repair, by an individual whose place of business thereby becomes more difficult to reach, his business injured, the delivery of articles which he has sold and the gathering of his crops more expensive, his

that a person who, in common with the community, suffers in his business relations by reason of the bad condition of the streets, cannot recover damages from the municipality because of such injury.⁶⁶ And in Iowa, it is held there can be no recovery for failure to keep a street in repair which results in diverting public travel from a ferry owned by plaintiff.⁶⁷

There must be a *special damage in kind and not merely in amount*, and hence where the injury is the wear and tear in using a street in bad condition, no recovery can be had, since all who use the street are subject to the same kind of damage. Thus, where an abutter turned two buildings on the alley into a warehouse and at once commenced what was wholly unsuited to cobble stone, *i. e.*, the heavy hauling incident to warehousing, whereupon the surface gave way and the street got in bad condition, no recovery can be had for depreciation in the value of horses and truck caused by the condition of the street.⁶⁸

As to whether recovery can be had where plaintiff must pursue a longer and less direct route, as the result of obstructions in a street, the decisions are somewhat conflicting.⁶⁹

6. PARTICULAR CONDITION AS CAUSE OF INJURY.

A. *In General.*

§ 2765. Introductory.

No precise statement can be made which will determine what particular condition in a street is such as to show neg-

houses less desirable for tenants, and his rents diminished in value, if other persons suffer damages from the same cause, similar in kind, though less in degree. *Willard v. Cambridge*, 3 Allen (Mass.), 574.

Contra. Abutter may sue where street obstructed an unreasonable time, resulting in loss in his business as a grocer. *Williams v. Tripp*, 11 R. I. 447, 453, where statute makes municipalities liable to persons who may "in any wise" suffer injury because of the neglect.

66. *Hale v. Weston*, 40 W. Va. 313, 21 S. E. 742, in which state a statute makes municipalities liable for injuries to person and property, even more extensive than the common law liability.

67. *Prosser v. Ottumwa*, 42 Ia. 509.

68. *Megargee v. Philadelphia*, 153 Pa. 340, 25 Atl. 1130, 19 L. R. A. 221.

To same effect, *Farrelly v. Cincinnati*, 3 Ohio Dec. 115.

69. § 1383, pp. 2956, 2957, *ante*, vol. 3.

Requiring plaintiff omnibus company, which had been granted a route through a street, to select a more circuitous route, resulting in a loss of profits, see *Farrelly v. Cincinnati*, 13 Ohio Dec. 318, 2 Disn. (Ohio), 516.

In Missouri, a recovery has been held authorized where a street was so obstructed as to prevent its use, and plaintiff was thereby compelled to use a circuitous route to reach his place of business. *Beaudeau v. Cape Girardeau*, 71 Mo. 392.

ligence of the municipality so as to render it liable for injuries resulting therefrom. It has been well said that "in general the question whether a road is or is not defective must be one of fact and not of law. It depends on a great variety of circumstances, which it is impracticable to group together into a legal proposition. A better and safe condition of roads may reasonably be expected and required *in the summer* than in spring or winter, in *populous cities* than in unfrequented districts. Much may depend upon the means at command, upon *general usage*, upon the question whether the defect is the result of a *sudden* accident or has been long neglected." ⁷⁰ And it may be added that it is of some importance whether there has been any *prior accidents* resulting from the same defect. ⁷¹

The cause of the injury may be a *defect in the plan of construction*, ⁷² or an unevenness in the street, ⁷³ or unguarded or defective openings, ⁷⁴ or *excavations*, ⁷⁵ or *obstructions*, ⁷⁶ or a defective condition above the surface of the street, ⁷⁷ or a condition outside of the street but so near as to be dangerous, ⁷⁸ or the defective *condition of a sewer*, ⁷⁹ or a *water pipe* along the highway, ⁸⁰ or a *pool of water*, ⁸¹ or a culvert across a highway. ⁸²

Of course, a municipality is not responsible for particular defects unless it had actual or constructive *notice of the defects*, ⁸³ and this applies equally well to ice and snow on the street. ⁸⁴

§ 2766. Defects in plans.

While it is generally held that there is no municipal liability for defective plans, as already noticed at some length, ⁸⁵

70. Congdon v. Norwich, 37 Conn. 414, 418.

71. See § 2627, *ante*.

72. § 2766, *post*.

73. § 2779, *post*.

74. §§ 2769, 2780, 2788, 2793, 2795-2805, *post*.

75. *Id*.

76. §§ 2767, 2781, 2787, *post*.

77. §§ 2775-2778, *post*.

78. § 2774, *post*.

79. Chicago v. Seben, 165 Ill. 371, 46 N. E. 244, 56 Am. St. Rep. 245. § 2695, *ante*.

80. Baker v. North East Borough, 151 Pa. 234, 24 Atl. 1079.

81. Defect may consist of surface water in street. Murphy v. Indianapolis, 83 Ind. 76.

Pool of hot water in sag hole in

street—liable. Svendsen v. Alden, 101 Minn. 158, 112 N. W. 10.

Pool of water sufficiently deep to drown child—liable. Chicago v. Helsing, 83 Ill. 204, 25 Am. Rep. 378; Omaha v. Richards, 49 Neb. 244, 68 N. W. 528.

82. Neidhardt v. Minneapolis, 112 Minn. 149, 127 N. W. 484.

§ 2703, *ante*.

83. §§ 2807-2818, *post*.

84. § 2770, *post*.

85. § 2633, *ante*, where cases involving defective plans for streets, sidewalks, etc., are collected, without regard to what the plan was for, as illustrating the general rules relating to liability for defective plans.

Sewers, defects in plan, § 2693, *ante*.

yet this generally means merely that there is no liability for *errors in judgment*. The duty to exercise ordinary care to keep the streets in a safe condition includes, according to the weight of authority, the duty to use care in making the plans therefor, so that if a street is in fact unsafe the municipality may be liable even though its only negligence was in regard to the construction plans.⁸⁶

Under this rule, in building *sidewalks* and approaches thereto, municipalities must take into consideration climatic conditions,⁸⁷ and if the walk is on an incline so that it can be anticipated that persons will slip thereon because of water, snow, or ice, the municipality may be liable although the walk would be perfectly safe in the absence of snow or freezing.⁸⁸ For instance, if an approach from a sidewalk to a crosswalk is on a considerable incline, in a country where there is much frost and snow, and such a walk will necessarily be dangerous when covered by smooth snow or ice, the municipality will be held liable to persons injured by slipping thereon,

86. § 2633, *ante*.

"But as the further and imperative duty rests on the corporation to protect its streets and sidewalks from dangerous nuisances and obstructions, and to keep them in a reasonably safe condition for use by the public, by day and by night, it would be an absurd contradiction to say that it might determine upon a plan for the improvement of its streets, which would expose the public to perils and dangers of life and limb by digging yawning ditches along and about its highways, and leave them unprotected and unguarded, and without any danger, signals, to entrap the unwary, and often the most vigilant, at night." Per Phillips, P. J., in *Hinds v. Marshall*, 22 Mo. App. 208, approved in *Young v. Kansas City*, 27 Mo. App. 101, 114.

Compare *Foster v. St. Louis*, 71 Mo. 157.

Where a street is rendered unsafe for travel by the direct act of the city, the corporation will be held liable where the doctrine of implied municipal responsibility is recognized for unsafe streets, irrespective of the plan itself. *Hinds v. Marshall*, 22 Mo. App. 208.

"After a careful consideration of this entire question, we have come to the conclusion that where a street, as planned or ordered by the governing board of the city, is so manifestly

dangerous that a court upon the facts can say, as a matter of law, that it was dangerous and unsafe, * * * the city should be held liable." *Gould v. Topeka*, 32 Kan. 485, 493, 4 Pac. 822, 49 Am. Rep. 496.

The Supreme Court of Michigan has held that a township can not construct an unsafe and dangerous road—one not safe and convenient for public travel—and shield itself behind its legislative power to adopt a plan and method of building and constructing in accordance therewith. The court refused to construe the statute requiring townships to keep highways in repair so as to relieve them from liability on the ground that the township had adopted a method of construction, and had built according to the plan. *Malloy v. Walker Tp.*, 77 Mich. 448, 43 N. W. 1072, 6 L. R. A. 695.

Bridge. In Ohio, a city was held liable for damages caused by the fall of a bridge built upon a defective plan, furnished by the city engineer. *Dayton v. Pease*, 4 Ohio St. 80. See also *Bailey v. New York*, 3 Hill (N. Y.), 531, 38 Am. Dec. 669.

87. *Smith v. Yankton*, 23 S. D. 352, 121 N. W. 848.

88. *Shumway v. Burlington*, 108 Ia. 424, 79 N. W. 123; *Ford v. Des Moines*, 106 Ia. 94, 75 N. W. 630; *Hill v. Fond du Lac*, 56 Wis. 242, 14 N. W. 25.

where there are no cleats or boards nailed across the approach.⁸⁹ So the mere fact that the material of which a part of a sidewalk is constructed is so slippery as to be dangerous may render the municipality liable to one slipping thereon,⁹⁰ but only, it seems, where the plan is inherently dangerous.⁹¹

§ 2767. Obstructions.

Obstructions in a street, where dangerous and resulting in injury, make the municipality liable, whether the obstruction be on the driveway,⁹² the sidewalk,⁹³ or crosswalks.⁹⁴ Obstructions are *defects* for which a recovery may be had,⁹⁵ except where the *obstruction* was *authorized by the legislature*.⁹⁶ In other words, defects in a street, to be actionable, need not be structural but may consist of obstructions put there by the municipality or by third persons.⁹⁷ However,

89. *Smith v. Yankton*, 23 S. D. 352, 121 N. W. 848.

90. "If a walk is constructed of material so smooth and hard that travelers shod in the ordinary way are defeated or obstructed in their attempts to pass over it, by inability to get the hold upon it with their feet, which is necessary to their walking forward, or the want of which causes them to lose their balance and fall, such walk can not be said, as matter of law, to be safe and convenient. And if a sidewalk, the chief part of which is in proper condition for travel, a small part of the surface is constructed of material different from the remainder, and so smooth and slippery that a foot traveler, stepping suddenly upon it from the portion otherwise constructed, necessarily or probably slips and is likely to fall, it can not be said, as a matter of law, that such walk is not defective." *Cromarty v. Boston*, 127 Mass. 329, 34 Am. Rep. 381.

Contra. Construction of sidewalks with surface as smooth as glass, by municipality, is a judicial act and no liability attaches to municipal corporation for injuries caused by one falling thereon. *Austin v. Dunkirk*, 124 N. Y. S. 248, 140 App. Div. 44. This rule seems unreasonable.

91. The material of which coverings for catch basins shall be made, like the construction of street crossings, sidewalks, etc., is a matter left to the sound discretion of the municipal authorities, and when they adopt a plan for the construction of

catch basins and the coverings thereof, which is not inherently dangerous, and maintain them in a reasonably safe condition for travel, they have discharged their duty to the traveling public. *McCourt v. Covington*, 143 Ky. 484, 136 S. W. 910.

92. § 2781, *post*.

93. § 2787, *post*.

94. § 2791, *post*.

95. *Chicago City R. Co. v. Kenyon*, 137 Ill. App. 126; *Wallace v. New Haven*, 82 Conn. 527, 74 Atl. 886.

Maine. "Defects," as used in statute, includes obstructions placed on or over the streets. *Davis v. Bangor*, 42 Me. 522. But a team temporarily standing in a street attached to a wagon with trees therein for sale, is not a "defect or want of repair" for which the municipality may be liable. *Davis v. Bangor*, 42 Me. 522.

That Michigan statute does not cover obstructions, see *McArthur v. Saginaw*, 58 Mich. 357, 25 N. W. 313, 55 Am. Rep. 687 (Chief Justice Morse dissenting on this ground in a separate opinion).

96. *Redford v. Coggeshall*, 19 R. I. 313, 36 Atl. 89; *Cushing v. Boston*, 122 Mass. 173.

Doorsteps not projecting more than the distance allowed by statute—not liable. *Cushing v. Boston*, 128 Mass. 330, 35 Am. Rep. 383.

Power of legislature to permit encroachments, § 1310, *ante*, vol. 3.

97. *Griffin v. Boston*, 182 Mass. 409, 65 N. E. 811.

structural defects, where constituting obstructions, are actionable.⁹⁸ Moreover, an obstruction in a street, where an actionable wrong cannot be rendered lawful by lapse of time, however great.⁹⁹

But every obstruction, however slight, even though resulting in injury, does not make the municipality liable. The obstruction must be a dangerous one, and the danger such as ought to be anticipated. The right to recover because of obstructions depends on many things, such as their extent, the time the obstruction has existed, the presence or absence of guards and lights, etc. Some obstructions, within reason and more or less temporary, are not unlawful and do not make the municipality liable where injury results therefrom to one using the streets. This has been well stated in a recent case, as follows: "While it is the general rule that a city is under a duty to keep the streets and public ways accessible for travel and free from obstructions that might cause injury, this general rule is not without exceptions. In the safe, convenient, and orderly conduct of its affairs, every city frequently finds it necessary to obstruct, or to permit others to obstruct, its streets and public ways, and to make them unfit and dangerous for use, and to partially or completely close parts of them to public travel. Frequent and daily illustrations of this are seen when streets and other public improvements are being constructed or reconstructed, and when buildings abutting on streets are being erected or repaired. But no one would contend that the city was liable for thus temporarily closing or obstructing, or permitting others to temporarily obstruct or close, its streets, if reasonable barriers or lights were placed to give notice of the obstruction or the unsafe condition of the streets. It has also been held permissible for a city to erect barriers across the streets during fires, or when a parade is in progress, or when it is necessary to prevent the noise of passing vehicles from endangering the life of a sick person in a house adjacent to the street, or to protect grass plots."¹ And it has already

In Washington, it is held that the liability for injuries from defective streets is not limited to injuries caused by structural defects or obstructions but includes, it seems, damages arising from operations of any kind upon the street. *Hewitt v. Seattle*, 62 Wash. 377, 113 Pac. 1084 (pedestrian run over by automobile driven by superintendent of street department).

98. *House v. Covington*, 26 Ky. L. Rep. 660, 82 S. W. 374.

99. *White v. New Bern*, 146 N. C. 447, 59 S. E. 992, 13 L. R. A. (N. S.) 1166.

1. *Lawrenceburg v. Lay*, 149 Ky. 490, 149 S. W. 862, citing *Anderson v. Mayor*, 2 Penn. (Del.) 28, 43 Atl. 841; *Paducah v. Simmons*, 144 Ky. 640, 139 S. W. 851; *Simon v. Atlanta*, 67 Ga. 618, 44 Am. Rep. 739. In this last-mentioned case, the court said: "The right temporarily to obstruct a street springs from reasonable necessity, and is limited by it,

been stated in a preceding volume, that certain useful, and more or less necessary, articles, properly constructed and located in the street, are not unlawful, as between the person responsible for their construction and the municipality; and this includes *hitching posts and stepping stones*,² temporary obstructions such as *building materials* while constructing a building;³ and temporary obstructions resulting from *loading and unloading goods* from wagons.⁴ It is also true that such things, lawfully in the street, where properly constructed and guarded (if necessary) are not such obstructions as will render the municipality liable to third persons injured thereby.

It is no defense, however, to an action to recover damages for injuries resulting from obstructions, that the *obstruction was necessary*,⁵ or that no cause of action exists against the person causing the obstruction.⁶

§ 2768. Same—obstructions between driveway and sidewalk.

Between the driveway and the sidewalk, are found, in many streets, various objects which are more or less obstructions but because they interfere little if any with public travel it is generally held that persons injured by colliding therewith cannot ordinarily recover from the municipality.⁷ Included

and those who exercise the right must so conduct themselves as to discommode others as little as is reasonably practicable, and remove the obstruction or impediment within a reasonable time, having regard to the necessities and circumstances of the case; and when they have done this the law holds them harmless. * * * It is, however, a safe and reasonable rule to declare that so long as the alleged obstruction is temporary and reasonable in its character, and is intended for the public safety and convenience, it is no cause of complaint."

2. § 1358, *ante*, vol. 3.

3. § 1340, *ante*, vol. 3.

4. § 1339, *ante*, vol. 3.

Further as to obstruction, see §§ 924-926, *ante*, vol. 3.

5. "It is not sufficient, however, that an obstruction is necessary with reference to the business for which it was erected and maintained. It must also be reasonable with reference to the rights of the public, which should not be sacrificed or disregarded. The fact that these timbers were necessary and serving

a useful purpose did not justify the defendant in maintaining them in such a condition as to render the highway defective and unsafe." *Wallace v. New Haven*, 82 Conn. 527, 74 Atl. 886.

6. *Hall v. St. Joseph*, 163 Mo. App. 214, 146 S. W. 458.

7. "Not all parts of all streets are needed for public passage, and it is customary and lawful for cities to improve certain parts of the streets for the use of vehicles, certain parts for foot passengers, and to permit other parts of some streets not required for these uses to be occupied by trees, hitching posts, hydrants, flower beds, stepping stones, poles for telephone or telegraph wires, or wires for the transmission of electricity for light or power. Such obstructions do not constitute a violation of the duty of the city toward the public if the street still remains reasonably safe for those using it in vehicles or on foot and exercising ordinary care. But the question arises in each case whether the obstruction is of such a character that the passenger using the street or the

within the class of objects are *shade trees*,⁸ *grass plats*,⁹ proper barriers to prevent travel on grass and flower plats,¹⁰ hitching posts, stepping stones, hydrants, poles for

sidewalk in the ordinary way and using ordinary care for his own safety is exposed to an unnecessary and unreasonable risk. This is usually a question of fact, but it may become a question of law where the obstruction is of such a character that reasonable minds can not differ about it." *Brennen v. Streater*, 256 Ill. 468, 100 N. E. 266.

§ 2746, *ante*.

8. See next note.

9. "Grass plats are ornaments, and shade trees along the sidewalk give protection from the heat in summer. While they may be obstructions, yet, when ample width is left to answer the demands of travel, they are such obstructions as serve a useful purpose, and are not inconsistent with the object for which streets are made and maintained. Like a fence, a hydrant, a hitching post, telephone or telegraph poles, they are lawful obstructions." *Teague v. Bloomington*, 40 Ind. App. 68, 81 N. E. 103.

10. Barriers around parking—Not actionable obstruction unless dangerous. "Where a street is sufficiently wide that enough will remain unobstructed to meet the needs of public travel, a municipality may maintain, or permit to be maintained, park strips between the curbing and the paved street and the pavement of the sidewalk in which strip grass, flowers, and trees may be grown for the purpose of beautifying and ornamenting the streets of the city and contributing to the pleasure and comfort of its citizens, and may, if it be deemed necessary, construct, or permit to be constructed, proper barriers around the same to prevent travel thereon, and such trees, grass and flowers growing upon such park strip and the proper barriers placed around the same to protect them are not obstructions or nuisances within the meaning of the statute requiring the city council to keep the streets of the municipality in repair, open for travel, and free from nuisances. This construction of the law would not authorize a municipality to maintain, or permit to be

maintained, a fence, wire, or other barrier around such park strip in such condition as to become dangerous to life, or the safety, of any traveler who undertakes to pass over the same, and, if a pedestrian in the exercise of due care for his own safety is injured by reason of the dangerous or defective condition of the barrier, the municipality is liable in damages for such injury if it be shown that it knew, or in the exercise of ordinary care should have known, the dangerous condition thereof." *Barnesville v. Ward*, 85 Ohio 1, 96 N. E. 937.

"The right of a municipality to determine within reasonable limits what part of a street in a residence district shall be set apart for the roadway for travel of all kinds, what part for sidewalks for the exclusive use of pedestrians, and what part for boulevards with grass, trees, and flowers planted thereon, is now undoubted. There are adjudged cases, decided in the early history of municipalities, when the stern taste and asceticism of the times could see no other use for a public street except as a means of getting from one place to another, which are not in harmony with the rule we have stated. But in this state streets are laid out or dedicated for many purposes other than the accommodation of public travel in the ordinary way. They are intended for the purpose of furnishing light and air, and in the residence districts for boulevarding portions of them, thereby adding to the beauty of the city, and contributing to the health and happiness of its citizens. Of course, the primary purpose of a street is to accommodate public travel, but whenever any portion of a street not used for business purposes can be set apart for park or boulevard purposes without any substantial impairment of such primary purpose, the municipality may set apart such portion for boulevards and other similar public purposes. Having such right, and the marking out and improving of the boulevard being notice to pedestrians that it is not

electric wires, etc. However, if a wire is stretched across or around the grass plat to keep persons from walking thereon, it must be of such size and so strung as not to be dangerous to passersby.¹¹

§ 2769. Openings, excavations, holes and the like.

A hole in a street may be the result of wear and tear, of an excavation more or less uncompleted, of filling in a part of the street, of the natural contour of the street, or of permanent excavations leading to basements of buildings.¹² So it may be one constructed for use, with a cover, such as coal holes, trap doors, and the like. A municipality may make openings and excavations in streets,¹³ and abutters also generally have certain more or less limited rights in the land underneath streets.¹⁴ Generally, if a traveler is injured by falling in an opening or excavation or the like, it is not the existence of the hole that is the gist of the right to recover damages but instead the failure to guard properly the hole. Furthermore, a municipality is not liable where an opening or excavation is so guarded as to be safe under all ordinary circumstances, as to travelers, and hence is not liable for some unforeseen injury resulting from some fortuitous circumstance, which could not in the ordinary course of events be expected or anticipated as likely to occur.¹⁵ The fact that the excavation was made by a third person is immaterial,¹⁶ provided the municipality knew or should have known of the danger, and liability ordinarily cannot be evaded on the ground that the municipality licensed the excavation by a

intended for the purposes of travel, it logically follows that the municipality is *not bound to use due care to keep such portion of the street free from all obvious obstructions which are necessarily incident to its use as a boulevard*, although they may endanger the safety of travelers thereon, even conceding, without so deciding, that a pedestrian, in the absence of a law or ordinance prohibiting it, has the technical legal right to travel wherever he pleases in the street. While this is true, yet the municipality has no right to maintain, or permit others to do so, on its boulevards, and especially on those at the street corners, anything in the nature of a dangerous pitfall or trap, or snare, or like obstruction, whereby the traveler, yielding to the impulse of the average person to cut across the corner when in a hurry, may be injured."

McDonald v. St. Paul, 82 Minn. 308, 84 N. W. 1022.

11. Liable for stretching small dark wire on stakes about a foot from the ground, to protect grass plat along sidewalk. Paducah v. Simmons, 144 Ky. 640, 139 S. W. 851.

But where a municipality provided for a *grass plat* for the planting of trees along the sidewalk and adjacent to the street, and an abutter stretched a *wire* to prevent pedestrians passing over the grass plat, and the place was well lit, one tripping on such wire can not recover. Teague v. Bloomington, 40 Ind. App. 68, 81 N. E. 103.

12. Compare, § 1343, *ante*, vol. 3.

13. § 1314, *ante*, vol. 3.

14. §§ 1343-1348, *ante*, vol. 3.

15. Smith v. Leavenworth, 15 Kan. 81, 86.

16. § 2750, *ante*.

third person.¹⁷ Openings in the driveway,¹⁸ sidewalks,¹⁹ or crosswalks,²⁰ are hereafter considered more in detail, they being classified according to the place in the street where the opening was.

§ 2770. Snow and ice.

In northern states, and wherever there is snow and freezing weather, many persons are injured by slipping on the ice or snow either on the sidewalk, the driveway or a crosswalk. In determining the liability of the municipality, it is generally important to distinguish according to the place of the injury, *i. e.*, as to whether it was on the driveway,²¹ the sidewalk,²² or a crosswalk,²³ and therefore the decisions have been so classified and will be found collected in other sections of this work. At the same time, certain general principles govern all ice and snow injuries, and in some states the matter is regulated by statute, at least to some extent, without regard to the precise place of the accident. Thus, in *Massachusetts*, it is provided by statute that municipalities shall not be liable for injuries sustained upon a highway "by reason of snow or ice thereon, if the place at which the injury or damage was sustained was at the time of the accident otherwise reasonably safe and convenient for travelers."²⁴ It is held thereunder that it is entirely immaterial what agencies intervened to produce the condition in which the snow and ice was found at the time of the accident; and the court has gone so far, in liberally construing the statute, as to hold that no recovery can be had where a horse is frightened by two large piles of snow on the street, one built to represent an Esquimo house and the other to represent a fort.²⁵ So it has been held that an artificial opening for the purpose of drainage, made through the snow or ice in a street near the curb, but not extending below the surface of the soil, does not constitute a "defect" in the roadway, within the *Massachusetts* statute creating liability, but comes within the statute relieving municipalities from liability for injuries caused by snow or ice on the highway.²⁶ And it has

17. § 2751, *ante*.

18. § 2780, *post*.

19. § 2788, *post*.

20. § 2793, *post*.

21. § 2784, *post*.

22. § 2789, *post*.

23. § 2794, *post*.

24. *Newton v. Worcester*, 169 Mass. 516, 48 N. E. 274.

Under *Massachusetts* statute, municipality is not relieved from

liability if the place at the time of the accident was not otherwise reasonably safe. *McCabe v. Whitman*, 187 Mass. 484, 73 N. E. 535; *McGowan v. Boston*, 170 Mass. 384, 49 N. E. 633.

25. *Hitchcock v. Boston*, 201 Mass. 299, 87 N. E. 470.

26. *Hadden v. Somerville*, 197 Mass. 480, 83 N. E. 1105.

been stated that "whenever ice or snow is the sole proximate cause of the accident, there shall be no liability, but where at the time of the accident there is any other defect to which as a proximate cause the accident is in part attributable, there may be a liability notwithstanding the fact that it may also be attributable in part to the ice or snow."²⁷

So in *Rhode Island* there is a statute exempting municipalities from liability for injuries caused by snow or ice unless notice in writing of the particular obstruction shall have been given to the surveyor of highways twenty-four hours before the injury.²⁸

In *Wisconsin*, a statute at one time provided that no action based on the negligent accumulation of ice or snow upon a street shall be maintained unless it has existed for three weeks.²⁹

Time to remove snow and ice. If ice and snow is on the street in such quantities or shape as to constitute a dangerous obstruction for which the municipality would be liable, whether on the driveway, sidewalk or crosswalk, no liability exists unless a reasonable time to remove the snow or ice has elapsed since actual or constructive notice thereof.³⁰ In considering what is a reasonable time, the fact that the duty is imposed by the municipality upon abutters may be considered, in which case the municipality may await the action of the abutter for a reasonable period.³¹ If an ordinance

27. *Newton v. Worcester*, 174 Mass. 181, 54 N. E. 521, followed in *Bailey v. Cambridge*, 174 Mass. 188, 54 N. E. 523.

28. *McCloskey v. Moies*, 19 R. I. 297, 33 Atl. 225; *Allen v. Cook*, 21 R. I. 525, 45 Atl. 148.

Rhode Island statute as to giving notice of particular obstruction applies to snow and ice produced by artificial causes as well as to those produced by natural causes. *Winsor v. Tripp*, 12 R. I. 454.

29. *Mueller v. Milwaukee*, 110 Wis. 623, 86 N. W. 162.

30. *Landolt v. Norwich*, 37 Conn. 615; *Harrington v. Buffalo*, 121 N. Y. 147, 24 N. E. 186, rev'g 2 N. Y. S. 333, 50 Hun, 601; *Owen v. New York*, 126 N. Y. S. 38, 141 App. Div. 217; *Brennan v. New York*, 114 N. Y. S. 578, 130 App. Div. 267, aff'd without opinion in 197 N. Y. 544, 91 N. E. 1110; *Smith v. Chicago*, 38 Fed. 388.

Reasonable time to remove. Where, in New York City, scarcely twenty-four hours had elapsed since an eight inch fall of snow, and dur-

ing a rain the next day the temperature dropped below the freezing point and so continued until after the accident, a reasonable time to remove the snow and ice had not elapsed. *Schneider v. New York*, 128 N. Y. S. 45, 143 App. Div. 216.

Municipality is not liable where the cause of the accident was a sudden freeze the night before the accident at noon the next day. *Vonkey v. St. Louis*, 219 Mo. 37, 43, 117 S. W. 733.

Forty eight hours. Failure to remove snow from a sidewalk within forty-eight hours after it ceases to fall has been held not negligence *O'Connor v. New York*, 16 Daly (N. Y.), 58, 8 N. Y. S. 530.

The number of miles of sidewalk in the municipality has some bearing on the question of what is a reasonable time to remove snow and ice. *Crawford v. New York*, 74 N. Y. S. 261, 68 App. Div. 107.

31. *Taylor v. Yonkers*, 105 N. Y. 202, 11 N. E. 642, 59 Am. Rep. 492.

requires all snow and ice to be removed from sidewalks within four hours after falling, it has been held that a neglect of that duty is actionable, where resulting in injury to an individual.³²

§ 2771. Moving objects.

"An illegal use of a highway by men, animals, vehicles, engines, or any other object, while movable and actually being moved by human will and direction, and neither fixed to, nor resting on, nor remaining in one position within the traveled part of the highway, is not a defect or want of repair for which the municipality is liable."³³ No recovery can be had, on the theory of defective streets or other theory, for injuries from dogs³⁴ or other domestic animals³⁵ running at

32. *O'Hara v. Brooklyn*, 68 N. Y. S. 210, 57 App. Div. 176.

33. *Barber v. Roxbury*, 11 Allen (Mass.), 318.

"The condition of the street or walk, however, is one thing, and the manner of its use by the public is quite a different thing. For its safe condition the city is responsible, but for its unlawful and improper use it is not. * * * The government does not guarantee its citizens against all casualties incident to humanity, and can not be called upon to compensate, by way of damages, its inability to protect against such accidents and misfortune." *Jones v. Williamsburg*, 97 Va. 722, 34 S. E. 883, 47 L. R. A. 294.

The reason for this distinction is pointed out in a note found in 1 Am. & Eng. Ann. Cas., p. 961, in the following language: "The obvious reason for this distinction is that the prevention of the improper use of streets by objects in motion and subject to human control involves the direct control of persons and the regulation by the municipality of the conduct of its citizens, and this requires an exercise of the public and governmental powers of the municipality in respect to which no liability can arise. It is a well-settled rule that a municipality is not liable for tortious injuries to persons or property when engaged in the performance of governmental functions, while in the exercise of private or corporate powers it is liable." This doctrine of the exemption of a municipal corporation from liability

for injuries occasioned by unlawful or improper use of its streets, and not from any defect in their condition, has been applied in various kinds of cases, such as coasting, bicycle riding, animals running at large, the use of fireworks, and fast driving. *Goodwin v. Reidsville* (N. C. 1912), 76 S. E. 232.

34. "The duty imposed by the ordinance upon the marshal and police officers to take up or kill vicious dogs found running at large in the streets was imposed under the governmental powers of the town, and not in its private capacity. This being so, it is not liable for the failure of its officers to enforce the ordinance. The plaintiff argues that the town is liable for injuries caused by a failure to keep its streets in a safe condition for travel. The manner in which a street is used is a different thing from its condition as a street. The construction and maintenance of a street in a reasonably safe condition for travel is a corporate duty, and for a breach of such duty an action will lie; but making and enforcing ordinances regulating the use of streets brings into exercise governmental and not corporate powers, and for any act or omission of duty in regard to the enforcement of such ordinances there is no liability in the absence of a statute imposing one." *Addington v. Littleton*, 50 Colo. 623, 115 Pac. 896, 34 L. R. A. (N. S.) 1012, 24 Am. & Eng. Ann. Cas. 753.

35. *Rivers v. Augusta*, 65 Ga. 376, 38 Am. Rep. 787; *Cochrane v. Frost-*

large; *runaway* horses;³⁶ bicycles;³⁷ *baseball* thrown by boys playing in the street;³⁸ *horse racing* on a street;³⁹ person falling against a pedestrian.⁴⁰ But where a municipality permitted a wire to be strung across a street for a "*slide for life*" exhibition on the Fourth of July, and while the performer was sliding down the wire he fell to the sidewalk, striking and injuring one on the sidewalk, it was held that the municipality was liable, but on the theory that the wire stretched across the street was the proximate cause of the injury, and that it was a defective condition in the street.⁴¹

The fact that the municipality takes no steps to *prevent the firing of a cannon* on a public street does not render it liable to one injured thereby;⁴² nor does the failure to prevent a *bear show* in a street.⁴³ Likewise, a municipality is not liable for injuries resulting from not preventing *coasting* on a public street,⁴⁴ and this is equally true in those

burgh, 81 Md. 54, 31 Atl. 703, 27 L. R. A. 728, 48 Am. St. Rep. 479; Kelley v. Milwaukee, 18 Wis. 83.

36. Ritger v. Milwaukee, 99 Wis. 190, 74 N. W. 815.

37. Custer v. New Philadelphia, 20 Ohio Cir. Ct. Rep. 177; Bryant v. Orangeburg, 70 S. C. 137, 49 S. E. 299; Jones v. Williamsburg, 97 Va. 722, 34 S. E. 883, 47 L. R. A. 294.

Bicycles. Assent to, without expressly authorizing, the riding of bicycles upon sidewalks, does not render the municipality liable to pedestrians injured thereby. Howard v. Brooklyn, 51 N. Y. S. 1058, 30 App. Div. 217.

38. Municipality is not liable for injuries resulting to a traveler on a street from not preventing boys from playing baseball on the streets. Goodwin v. Reidsville (N. C. 1912), 76 S. E. 232, holding it immaterial whether claim founded upon failure to enact an ordinance prohibiting baseball on the streets, or upon the failure to enforce such an ordinance.

39. McCarthy v. Munising, 136 Mich. 622, 99 N. W. 865.

Horse race upon a street of a city is not a defect or want of repair or a dangerous condition for which the municipality is liable to one struck by one of the horses in the race. Marth v. Kingfisher, 22 Okla. 602, 98 Pac. 436, 18 L. R. A. (N. S.) 1238.

40. Brennan v. St. Louis, 92 Mo. 482, 2 S. W. 481.

41. Wheeler v. Ft. Dodge, 131 Ia.

566, 108 N. W. 1057, 9 L. R. A. (N. S.) 146.

42. Arms v. Knoxville, 32 Ill. App. 604; Robinson v. Greenville, 42 Ohio St. 625, 51 Am. Rep. 857; Norristown v. Fitzpatrick, 94 Pa. 121, 39 Am. Rep. 771; O'Rourke v. Sioux Falls, 4 S. D. 97, 54 N. W. 1044, 19 L. R. A. 789, 46 Am. St. Rep. 760.

43. Little v. Madison, 49 Wis. 605, 6 N. W. 249, 35 Am. Rep. 793.

44. *Delaware.* Wilmington v. Vandegrift, 1 Marv. (Del.) 5, 29 Atl. 1047, 25 L. R. A. 538, 65 Am. St. Rep. 256.

Indiana. Lafayette v. Rose, 88 Ind. 471; Faulkner v. Aurora, 85 Ind. 130, 44 Am. Rep. 1.

Kentucky. Dudley v. Flemingsburg, 115 Ky. 5, 24 Ky. L. Rep. 1804, 72 S. W. 327, 60 L. R. A. 575, 103 Am. St. Rep. 253.

Maryland. Altwater v. Baltimore, 31 Md. 462.

New York. Toomey v. Albany, 14 N. Y. S. 572, 60 Hun, 580.

Pennsylvania. Brumbaugh v. Bedford, 23 Pittsb. Leg. J. (N. S.) 462.

Contra, Taylor v. Cumberland, 64 Md. 68, 20 Atl. 1027, 54 Am. Rep. 759.

Coasting. Not liable although city gave express permission for use of certain street for coasting, on the theory that coasting upon a public highway is not necessarily a nuisance. Burford v. Grand Rapids, 53 Mich. 98, 18 N. W. 571, 51 Am. Rep. 105.

states where the liability for defective streets is imposed by statute.⁴⁵ So the liability does not extend to injuries from disorderly conduct of individuals in the street.⁴⁶

§ 2772. Defects outside limits of street.

If the injury occurs outside the limits of the street, and the question of failure to guard where obstructions or excavations are close to the street is not involved,⁴⁷ and the going outside the limits of the street is not a matter of necessity which has resulted in a beaten path outside the street limits,⁴⁸ the municipality is not liable.⁴⁹ If all of the street is safe, the municipality is not liable where one goes outside an unfenced street.⁵⁰ But where there is no mark to indicate the line of the street, and a person drives into a stump outside the lines of the street, the municipality may be liable where the public has turned in on the premises inside the stump and made a beaten path.⁵¹

§ 2773. Same—noises or acts outside limits of highway.

Noises outside the limits of the highway amounting to a public nuisance are not a *defect* in the street,⁵² and this is so within the Massachusetts statute.⁵³ Where a traveler was injured by the firing of a gun inside a shooting gallery close to the street, and the gallery was licensed by the municipality, such licensing was not an "insufficiency or want of repair" of the street so as to be within the governing statute.⁵⁴ And the sending up of a rocket from a highway or across a

45. *Pierce v. New Bedford*, 129 Mass. 534, 37 Am. Rep. 387 (not "a defect or want of repair" in a highway); *Burford v. Grand Rapids*, 53 Mich. 98, 18 N. W. 571, 51 Am. St. Rep. 105; *Weller v. Burlington*, 60 Vt. 28, 12 Atl. 215; *Schultz v. Milwaukee*, 49 Wis. 254, 5 N. W. 342, 35 Am. Rep. 779 (not "insufficiency or want of repair" of street).

46. *Campbell's Adm'x v. Montgomery*, 53 Ala. 527, 25 Am. Rep. 656.

47. § 2774, *post*.

48. § 2739, *ante*.

49. *Sparhawk v. Salem*, 1 Allen (Mass.), 30, 7 Am. Dec. 700; *Kelly v. Columbus*, 41 Ohio St. 263.

If one intentionally leaves the street to take a path and follow it homeward, but by mistake turns off the street too soon, the city is not liable for a fall from the end of a culvert beyond the limits of the

street. *Scranton v. Hill*, 102 Pa. 378, 48 Am. Rep. 211.

Where two roads about nine feet apart, in the outskirts of a city, were formed by common travel, the municipality is not liable for injuries caused by a wagon overturning while attempting to turn from the upper to the lower road, where the intervening strip had never been used as a highway and the road on which the wagon was traveling was safe. *Nelson v. Spokane*, 45 Wash. 31, 87 Pac. 1048.

50. *McHugh v. St. Paul*, 67 Minn. 441, 70 N. W. 5.

51. *Sweet v. Poughkeepsie*, 89 N. Y. S. 618, 97 App. Div. 82.

52. *Radford v. Clark* (Va. 1912), 73 S. E. 571.

53. *Lincoln v. Boston*, 148 Mass. 578, 582, 20 N. E. 329, 3 L. R. A. 257, 12 Am. St. Rep. 601.

54. *Hubbell v. Viroqua*, 67 Wis. 343, 30 N. W. 847, 58 Am. Rep. 866.

highway is not a "defect or want of repair in the way" within the Massachusetts statute.⁵⁵

But in a federal case, it was held that the act of a municipality in blowing a whistle within a little over a hundred feet from a street made it unsafe for travelers so as to be a public nuisance within the Minnesota statute, and the municipality was liable for injuries sustained by a traveler by his horses becoming frightened at the whistle.⁵⁶ However, it is going to far, to say as was said in that case, that the duty to care for a street or bridge "extends to the prevention of any act outside its limits, the danger from which to travelers thereon may be reasonably anticipated by the city," since the liability of the municipality in such a case depends entirely on other considerations, where there is an isolated act done outside the limits of the street causing an injury to one in the street. In such a case, the test of liability is whether the act outside the street was a governmental one or a corporate one. If the former, there is no liability, without regard to the question of municipal liability for defective streets.

§ 2774. Openings or obstructions close to street.

In order to make a municipality liable, it is not necessary that the dangerous place be within the limits of the street. It is sufficient to make the municipality liable that the dangerous place is outside the street limits but so near thereto that it endangers travel thereon because of the want of protecting barriers and the probability of injury in case of an accidental misstep.⁵⁷ It is the duty of the municipality to

55. *Kerr v. Brookline*, 208 Mass. 190, 94 N. E. 257.

56. "The general duties were imposed upon the city to exercise ordinary care to keep the roadway of this bridge reasonably safe for travel, and to so use its waterworks building and the whistle thereon as to inflict no unnecessary injury upon the rights or property of persons or corporations. These duties were not limited to care to prevent injuries arising from acts and omissions *within the limits of the highway or bridge itself*. The duty to care for the bridge and driveway extends to the prevention of any act outside its limits, the danger from which to travelers thereon may be reasonably anticipated by the city." *Winona v. Botzet*, 169 Fed. 321, 330, 94 C. C. A. 563, 573.

57. *Connecticut. Beardsley v. Hart-*

ford, 50 Conn. 529, 538, 47 Am. Rep. 677.

Iowa. Duffy v. Dubuque, 63 Ia. 171, 18 N. W. 900, 50 Am. Rep. 743.

Missouri. Baldwin v. Springfield, 141 Mo. 205, 42 S. W. 717; *Wiggin v. St. Louis*, 135 Mo. 558, 37 S. W. 528; *Halpin v. Kansas City*, 76 Mo. 335.

Nebraska. South Omaha v. Cunningham, 31 Neb. 316, 47 N. W. 930; *Lincoln v. Beckman*, 23 Neb. 677, 37 N. W. 593.

New Hampshire. See Sweeney v. Newport, 65 N. H. 86, 18 Atl. 86.

North Carolina. Bunch v. Edenton, 90 N. C. 431.

Virginia. Clark v. Richmond, 83 Va. 355, 5 S. E. 369, 5 Am. St. Rep. 281.

Washington. Prather v. Spokane, 29 Wash. 549, 70 Pac. 55, 59 L. R. A. 346, 92 Am. St. Rep. 923.

guard and protect excavations made in the streets and sidewalks, *or in such close proximity thereto as to endanger persons traveling on the street.* This rule applies equally well to *obstructions* outside the street,⁵⁸ and also to unsafe struc-

West Virginia. Biggs v. Huntington, 32 W. Va. 55, 9 S. E. 51.

United States. Nichols v. Brunswick, Fed Cas. No. 10,238 (cellar, with no building on, which has existed for years).

But see Young v. District of Columbia, 3 MacArthur (D. C.), 137.

Compare Taylor v. Mount Vernon, 12 N. Y. S. 25, 58 Hun, 384, aff'd without opinion in 129 N. Y. 651, 29 N. E. 1032.

The duty of municipalities to maintain streets in a reasonably safe condition for travel thereon extends not only to the traveled part of the highway, but requires that such measures be taken as ordinary prudence suggests to prevent persons using ordinary care from falling into dangerous places along the sides or in close proximity to streets. Monticello v. Condo, 47 Ind. App. 490, 94 N. E. 893.

"It is abundantly established by the authorities heretofore cited that, if there are dangerous pits, excavations, precipices, walls, stones, or other obstructions situated without the limits of the located highway or traveled track, but so near to it and so situated that they would, without barriers or guards, endanger the safety of passengers using the traveled or made part of the road, in the exercise of ordinary care and diligence to avoid exposure to injury, it is the duty of the city or town to guard against such defects or obstructions by means of a railing or some other proper mode." Higert v. Greencastle, 43 Ind. 574, 600.

In Alger v. Lowell, 3 Allen (Mass.), 402, the court says: "The true test, on the contrary, is not whether the dangerous place is outside of the way, or whether some small strip of ground not included in the way must be traversed in reaching the danger, but whether there is such a risk of the traveler, using ordinary care, in passing along the street, being thrown or falling into the dangerous place, that a railing is requisite to make the way itself safe and convenient."

Duty of city where the owner of abutting property on which is a lake, see Augusta v. Dozier, 126 Ga. 524, 55 S. E. 234.

Defects adjacent to sidewalk, where dangerous to passers-by, are actionable. Rea v. Sioux City, 127 Ia. 615, 103 N. W. 949.

Where the defect is so near the traveled portion of the walk as to endanger travel thereon, the municipality is liable. Pittenger v. Hamilton, 85 Wis. 356, 55 N. W. 423.

Liable for falling of an embankment situated upon private property, where it had been undermined next to the sidewalk for some time. Nichols v. St. Paul, 44 Minn. 494, 47 N. W. 168.

Where street was graded and filled level with top of high wall erected by and on the land of an abutter, failure to erect guards or rails is negligence of the city. Aurora v. Colshire, 55 Ind. 484.

Barrier across sand pit. City held not liable for failure to erect. Talty v. Atlantic, 92 Ia. 135, 60 N. W. 519. But compare Hawley v. Atlantic, 92 Ia. 172, 60 N. W. 519.

"The want of a sufficient railing for the protection of travelers using due care is a defect and want of repair." Alger v. Lowell, 3 Allen (Mass.), 402, 405.

May erect such a railing though it may obstruct the entrance to the passage way of an abutter; and the fact that plaintiff fell into the passageway from the open space by the side of the street, and not directly from the street itself, is not decisive against the right to recover. Alger v. Lowell, 3 Allen (Mass.), 402, 405.

Crosswalks. Timbers near crossing, negligently left there, where cause of accident, city liable. Fairgrieve v. Moberly, 39 Mo. App. 31.

Liability to persons coming on street from private property or way, § 2801, *post*.

58. In Davis v. Hill, 41 N. H. 329, the court says: "It seems entirely clear, upon the authorities, that the want of a sufficient railing, barrier, and protection to prevent

tures standing by the side of the street, or in such close proximity as to be dangerous to those who are properly on the street.⁵⁹ If, "by reason of the condition of the adjoining premises, the way itself is rendered substantially unsafe, and the public authorities may reasonably protect travelers from the danger, then it is their duty to do so."⁶⁰ Here, it is well to remark, however, that there is no municipal liability for mere failure to enforce regulations, designed to safely guard the highways, as ordinances requiring depressions and excavations adjacent to the streets to be filled and fenced, unless, as above stated, such dangerous places are in such close proximity to the highway as to endanger the safety of travelers thereon.

In some cases it does not clearly appear whether the hole, opening or excavation was at the side of but within the limits of the street, or whether it was entirely outside the street limits, but this is immaterial provided the dangerous condition is not too far away from the street. The duty, if the excavation renders the street dangerous, is the same as if the excavation was in the street itself.⁶¹ However, in order that municipal liability may exist, the hole or obstruction must be so close to the street as to make the highway dangerous;⁶² and the rule has been held not applicable where the excavation was at least fifty feet from the street.⁶³ It follows that a municipality is not liable for the death of a child from *drowning in a pond*, on private property, not in dangerous proximity to the highway.⁶⁴ But it has been properly held that it is negligence for a city to leave a ditch filled with water five feet deep, bordering on a sidewalk in a public

travelers passing upon a highway from running into some dangerous excavation or pond, or against a wall, stones, or other dangerous obstructions without the limits of the road, but in the general direction of the traveler thereon, may properly be alleged as a defect in the highway itself."

Even if obstructions complained of are not located upon the bicycle path but are outside thereof, the municipality is liable where there is no barrier or light at a sharp turn in the path about four feet from a gutter and sidewalk. *Prather v. Spokane*, 29 Wash. 549, 70 Pac. 55, 59 L. R. A. 346, 92 Am. St. Rep. 923.

59. § 2777, *post*.

60. *Newcastle v. Grubbs*, 171 Ind. 482, 86 N. E. 757.

61. *Wiggin v. St. Louis*, 135 Mo. 558, 37 S. W. 528.

62. *Murphy v. Brooklyn*, 118 N. Y. 575, 23 N. E. 887.

Not liable where excavation so far from the street "it could have caused no injury, except where the person passing along the sidewalk turned out of his way * * * and went to it." *Kelly v. Columbus*, 41 Ohio St. 263, 268.

63. *Murphy v. Brooklyn*, 98 N. Y. 642.

64. *Moran v. Pullman Pal. Co.*, 134 Mo. 641, 36 S. W. 659, 33 L. R. A. 755, 56 Am. St. Rep. 543, and cases cited. There is no liability although the city created the pond. *Omaha v. Bowman*, 52 Neb. 293, 72 N. W. 316, 40 L. R. A. 531, 66 Am. St. Rep. 506.

street without any guards; and where a child five years old left the house of its parents, and fell into the ditch and was drowned, the city was held liable.⁶⁵

It has been held that the excavation need not necessarily be so close to the street that a person passing along the sidewalk would fall from the street into the excavation without passing over any intermediate ground;⁶⁶ but in Virginia it is held that it is necessary, to create liability, that the person injured should not, in order to reach the place of danger, be an intruder or trespasser on the premises of the private owner.⁶⁷

There is some authority for holding that where the cause of complaint is outside the limits of the street and on private property, if the danger cannot be remedied by acts inside the street limits, the municipality is not liable;⁶⁸ but this would not apply to unsafe *structures* outside the street limits but so close as to be dangerous to travelers.⁶⁹

§ 2775. Overhanging and falling objects.

The control of the municipality over streets extends *above* the surface of the street,⁷⁰ and the reasonable care which must be exercised by a municipality to keep its streets and its sidewalks in safe condition extends to structures overhead as well as the condition underfoot.⁷¹ This applies to *poles*,

65. *Chicago v. Hesing*, 83 Ill. 204, 25 Am. Rep. 378. See *Chicago v. Mayor*, 18 Ill. 349; *Omaha v. Richards*, 49 Neb. 244, 68 N. W. 528; *Niblett v. Nashville*, 12 Helsk. (Tenn.) 684.

66. *Oklahoma City v. Meyers*, 4 Okla. 686, 46 Pac. 552.

67. *Clark v. Richmond*, 83 Va. 355, 5 S. E. 369, 5 Am. St. Rep. 281.

68. Where the cause of complaint (leader pipe from a building discharging water into an areaway whence it runs onto a sidewalk and freezes) is not of itself a direct source of danger, or, being such a source of danger, is not susceptible to protective or remedial measures by the municipality which can reasonably be employed within the highway, it is not such a defect as renders the municipality liable. *Udkin v. New Haven*, 80 Conn. 291, 68 Atl. 253.

69. § 2777, *post*.

70. § 1341, *ante*, vol. 3.

71. *Overhead dangers*. "There is no sound reason why the duty of a municipal corporation to keep its

streets 'in safe condition' should not require it to take reasonable precautions against dangers from overhead as well as underfoot. If an awning, in a condition dangerous and unsafe to passers beneath it, is permitted to overhang a public street, it cannot be said that the street is in a safe condition. The danger and unsafety may be as great, and the consequences as injurious, as in the case of a defect in the surface of the street; and the liability of cities for injuries occasioned by the fall of dangerous and insufficiently supported structures, which have negligently been permitted to overhang a street, has been accordingly maintained in many decided cases." *Bohen v. Waseca*, 32 Minn. 176, 19 N. W. 730, 50 Am. Rep. 564.

The falling of an *electric light sign* projecting over the sidewalk but so high above it as not to interfere with pedestrians, where not unlawful, does not make the municipality liable, where no negligence on its part is shown and the sign had never fallen before while being

whether owned by the municipality or a public service company,⁷² and also to *wires*, especially where charged with electricity.⁷³ So, if an *awning* is dangerous to pedestrians using the sidewalk, the municipality may be held liable for negligence in failing to cause its removal;⁷⁴ but if the awning

raised or lowered. *Loth v. Columbia Theater Co.*, 197 Mo. 328, 94 S. W. 847.

Overhanging shed, fall of. Liable. *Columbus v. Anglin*, 120 Ga. 785, 795, 48 S. E. 318.

Window screens left on sidewalk by abutter, fell on child. In daytime, such screens were habitually kept standing on the walk against the wall. There was nothing to show the cause of the fall. City held not liable. *McLoughlin v. Philadelphia*, 142 Pa. 80, 21 Atl. 754, mem. decision.

72. Poles. Injuries from the falling of a pole of a telegraph company, where known by the municipality to be in a defective condition, renders the municipality liable. *American Dist. Tel. Co. v. Oldham* (Ky. 1912), 146 S. W. 764.

Rotten pole in street, liable where it falls on traveler. *Norristown v. Moyer*, 67 Pa. 355.

73. See *Irvine v. Greenwood*, 89 S. C. 511, 72 S. E. 228.

Where uninsulated electric wires are allowed to obstruct a street so as to render it dangerous to travelers, the municipality is liable to one injured by contact with such wire, on the theory of an obstruction in a street; and the fact that the wire belonged to the municipal electric plant which was being maintained in a public municipal capacity is immaterial. *Palestine v. Siler*, 225 Ill. 630, 80 N. E. 345.

"The defendant (city) was conveying along a public alley of the city a deadly current of electricity for lighting and power purposes. It had permitted the telephone company to maintain its poles and wires upon the same public alley and in close proximity to the electric light wires and directly above them, and it must be held to have known, and to have anticipated, that the telephone wires might break and fall upon or near to its light wires, that employees of the telephone company would be required to examine and inspect its

wires to keep them in a proper condition of repair. and that others would be upon its public streets; and it was its duty through its proper officers to exercise reasonable care, commensurate with the dangers incident to the transmitting or conveying of such current, to prevent injury to third parties rightly upon the street by the escape thereof from its control. This duty is a continuing one so long as it conveys such current along the alley; and the safety of the public permits of no intermission in its performance." *Finch v. Ottawa*, 190 Fed. 299, 301, 111 C. C. A. 199.

"The fact that the wires are owned or used by the city as part of its police instruments does not alter the rule, or exempt the city from liability under it. *Mooney v. Luzerne Borough*, 186 Pa. 161, 40 Atl. 311, 40 L. R. A. 811; *Heron v. Pittsburgh*, 204 Pa. 509, 54 Atl. 311, 93 Am. St. Rep. 798." *Emery v. Philadelphia*, 208 Pa. 492, 57 Atl. 977.

74. *Larson v. Grand Forks*, 3 Dak. 307, 19 N. E. 414; *Drake v. Lowell*, 13 Metc. (Mass.) 292; *Day v. Milford*, 5 Allen (Mass.), 98; *Bohen v. Waseca*, 32 Minn. 176, 19 N. W. 730, 50 Am. Rep. 564; *Hume v. New York*, 74 N. Y. 264.

Awning. Where an awning was placed so near the traveled portion of the driveway that it was knocked down by a passing truck, so as to injure a pedestrian, the municipality was liable without regard to whether it was constructed with the permission of the municipality. *Mansfield v. New York*, 104 N. Y. S. 386, 119 App. Div. 199.

In Illinois, however, it is held that failure of the municipality to remove a weak and dangerous awning not resting upon or attached to the street does not make the municipality liable for injuries received by the fall thereof. on the theory that the failure relates to acts which the municipality is empowered to do as a governing agency and in

is not unlawful and danger could not reasonably be apprehended from the particular awning. the municipality is not liable.⁷⁵

In Massachusetts, a municipality has been held liable for an injury received by reason of a defective *awning*, projecting over and across a sidewalk, and supported upon posts at the curbstone,⁷⁶ but has been held not liable for an injury from the *fall of snow and ice* from the roof of a building overhanging the sidewalk,⁷⁷ nor for an injury from the *falling of a sign* suspended over the sidewalk by the abutter on an iron rod insecurely fastened to the building;⁷⁸ but the precise question as to the *falling of a sign* has been determined to the contrary in *New York*.⁷⁹

A *show case* permanent in character, on the sidewalk, where no permission to maintain it has been granted, is a nuisance; and the municipality is liable to a pedestrian injured by the falling thereof, although the accident would not have happened if the brace holding the case had not been broken by a collision with a wagon the day before.⁸⁰

§ 2776. Same—falling of tree or limb.

A municipality is liable, in case of negligence, to persons in a street injured by the falling of a tree being cut down by its employees;⁸¹ or, according to the more prevalent rule,

discharge of duties imposed for the public welfare. *Hanrahan v. Chicago*, 145 Ill. App. 38.

75. *Harman v. New York*, 131 N. Y. S. 1032, 148 App. Div. 61.

Awnings. Where there was an awning on driveway, and it was lawful to use the portion covered for sale of peaches, and a stand was there, the municipality is not liable to a pedestrian injured by the throwing down of the awning by a passing wagon, where the awning was not dangerous. *Jarrell v. Wilmington*, 4 Penn. (Del.) 454. 56 Atl. 379.

Defects in awnings, where acquiesced in but not expressly authorized by the municipality, and where *not dangerous* to pedestrians, do not create a cause of action against the municipality, on the theory of nuisance, where it has power to authorize their maintenance. *Harman v. New York*, 131 N. Y. S. 1032, 148 App. Div. 61.

76. *Drake v. Lowell*, 13 Metc. (Mass.) 292; *Day v. Milford*, 5 Allen (Mass.). 98,

77. *Hixon v. Lowell*, 13 Gray (Mass.), 59, 62.

78. *Jones v. Bostin*, 104 Mass. 75, 6 Am. Rep. 194.

79. The duty is not limited to cases where the insecure projection is sustained by supports resting upon the surface of the street itself, but extends to the case of an unsafe sign suspended from the front of a building and so far above the street as not to constitute an obstruction to ordinary travel. *Leary v. Yonkers*, 88 N. Y. S. 829, 95 App. Div. 126.

80. *Wells v. Brooklyn*, 41 N. Y. S. 143, 9 App. Div. 61. Rule followed on appeal after case was retried. *Wells v. New York*, 60 N. Y. S. 802, 45 App. Div. 623.

81. Immaterial whether horse struck by falling tree, being cut down by municipal employees, was ordinarily gentle. *Colorado Springs v. May*, 20 Colo. App. 204, 77 Pac. 1093.

Compare, however, *East St. Louis v. Giblein*, 3 Ill. App. 219, where contrary was held where negligence was that of assistants of independent contractor.

by the falling of a decayed tree or limb thereof, where it had notice of the dangerous condition a sufficient length of time.⁸² In some states, however, liability is denied on the theory that the duty to remove dead trees or limbs is a governmental duty,⁸³ but it is to be noticed that the states in which liability is denied are those where it is held that there is no common law liability for defective streets, and the only liability is that imposed by statute. However, in any case, there is no liability unless the municipality had actual or constructive notice of the condition of the tree.⁸⁴

§ 2777. Same—structures adjacent to streets.

If a municipality has the power to declare and abate nuisances, and it has actual or constructive notice of the dangerous condition of a structure on private property but so near the street as to threaten the safety of persons traveling thereon, it is liable to persons in the street injured by the fall of such structure, the negligence being the failure to remove the structure after knowledge of its condition and the apparent danger.⁸⁵ This is the general and better rule al-

82. *Henderson v. Schlamp*, 14 Ky. L. Rep. (abstract) 575; *Chase v. Lowell*, 151 Mass. 422, 24 N. E. 212; *McGarey v. New York*, 85 N. Y. S. 861, 89 App. Div. 500.

See also *Morris v. Salt Lake City*, 35 Utah, 474, 101 Pac. 373.

But compare *Gubasko v. New York*, 14 Daly (N. Y.) 559, 1 N. Y. S. 215; *Watkins v. County Court*, 30 W. Va. 657, 5 S. E. 654.

Control of municipality over trees, § 1327, *ante*, vol. 3.

In Massachusetts, under certain statutes relating to removal of trees, a municipality is liable for injuries resulting from the falling of a limb of a shade tree in the street, where the limb was known to be decayed so as to be dangerous because of liability to fall. *Wright v. Chelsea*, 207 Mass. 460, 93 N. E. 840.

83. In Michigan, it was recently held that a city was not liable for injuries to a pedestrian on a sidewalk from the falling of a dead limb from a tree in the highway. The fact that there was no common law liability for defective streets was commented upon, and that the statute should be strictly construed. *Miller v. Detroit*, 156 Mich. 630, 121 N. W. 490. 132 Am. St. Rep. 537, 16 Am. & Eng. Ann. Cas. 832.

in Connecticut, the fall of an overhanging limb, although a nuisance because of its liability to fall, does not make the municipality liable, because the duty to remove the limb was a governmental duty; and the statute authorizing recovery for defects in streets does not apply thereto, since an overhanging limb is not a defect. *Dyer v. Danbury*, 85 Conn. 128, 81 Atl. 958, 39 L. R. A. (N. S.) 405, it being remembered that Connecticut is one of the states holding that there is no common law liability for injuries from defective streets.

84. *Jones v. Greenboro*, 124 N. C. 310, 32 S. E. 675.

Question of constructive notice held one for jury. *Lundy v. Sedalia*, 162 Mo. App. 218, 144 S. W. 889.

85. *Grogan v. Broadway Foundry Co.*, 87 Mo. 321, 328.

But see *Kiley v. Kansas City*, 87 Mo. 103, 56 Am. Rep. 443, overruling s. c. in 69 Mo. 102, 33 Am. Rep. 491.

"But we are not prepared to hold that a city is responsible for the existence of a private structure made by a lot-owner on his own land entirely outside of the traveled portion of the sidewalk, and not connected therewith in such a way as to endanger the safety of those traveling

though in Michigan the rule seems to be the contrary,⁸⁶ and in Rhode Island it has been held that the statute does not authorize an action to recover damages for injuries resulting from a show board on adjacent land falling upon a traveler.⁸⁷

This general rule imposing liability has been applied to the fall of a burned or *decayed brick wall*,⁸⁸ *billboards*,⁸⁹ and the like.

thereon, even though such structure happens to be within the line of the street as originally surveyed. To so hold would subject cities, villages, and towns to liability for defects in private walks leading from the public sidewalk to private buildings in every case where such defect happened to be within the line of the original survey. It frequently happens that streets and highways are not laid out upon nor opened up to the exact lines of the original survey. It is only such portions of the street or highways as have been used by the public for travel thereon which are required to be kept free from defects. *Matthews v. Baraboo*, 39 Wis. 677. Where the defect complained of is wholly outside of the traveled track or sidewalk used by the public for travel, and not connected therewith so as to endanger the safety of such public travel thereon, there can be no recovery, notwithstanding the same was within the lines of the original survey of the street or highway, and in a private walk leading from such traveled track or sidewalk to a private building or private place of business." *Fitzgerald v. Berlin*, 64 Wis. 203, 24 N. W. 879.

Falling of brick from projecting cornice—municipality liable. *Grove v. Ft. Wayne*, 45 Ind. 429, 15 Am. Rep. 262, limited in *Anderson v. East*, 117 Ind. 126, 129, 19 N. E. 726, 2 L. R. A. 712, 10 Am. St. Rep. 35, where city held not liable for injury to *property* caused by falling of wall of burned building.

Where beer kegs are negligently stacked on or near the line of a street, one injured while passing by, by the fall of one of said kegs, may recover from the municipality. *Havre de Grace v. Fletcher*, 112 Md. 562, 77 Atl. 114.

Must have had notice of danger.

If a billboard near a street is blown down by a heavy wind and injures a pedestrian, the municipality is not liable unless the dangerous character of the billboard was known or should have been known. *Fremont v. Dunlap*, 69 Ohio St. 286, 69 N. E. 561.

Where the danger arises from the condition of an adjacent building or structure, the municipality is not liable where it has neither actual nor constructive knowledge of the danger. *Mitchell's Adm'r v. Brady* 30 Ky. L. Rep. 258, 99 S. W. 266; *Henderson v. Weisenberger*, 7 Ky. L. Rep. (abstract), 448, billboard.

Equity may abate such a nuisance. *Pearson v. Birmingham*, 155 Ala. 631, 47 So. 80, and see § 1371, *ante*, vol. 3.

86. *Temby v. Ishpeming*, 140 Mich. 146, 103 N. W. 588. 69 L. R. A. 618, and, on second appeal, see 146 Mich. 20, 108 N. W. 1114.

87. *Taylor v. Peckham*, 8 R. I. 349, 5 Am. Rep. 578.

88. *Parker v. Macon*, 39 Ga. 725, 99 Am. Dec. 486; *Kiley v. Kansas City*, 69 Mo. 102, 33 Am. Rep. 491, holding it immaterial that person injured was not in street but in a building a foot outside the sidewalk, but the decision was overruled at least as to the latter point and probably *in toto* on a second appeal in 87 Mo. 103, 56 Am. Rep. 443.

Contra, it seems, where wall was not near street and threatened only adjoining private property and the lives of the adjoining owners. *Cain v. Syracuse*, 95 N. Y. 83, *aff'g* 29 Hun (N. Y.), 105.

89. *Langan v. Atchison*, 35 Kan. 218, 11 Pac. 38, 57 Am. Rep. 165.

Falling of billboard does not create liability where caused by an extraordinary or unprecedented wind storm. *Oak Harbor v. Gallagher*, 52 Ohio St. 183, 39 N. E. 144.

§ 2778. Same—falling objects caused by negligence of others.

If objects are thrown or dropped into a street and the municipality is in no way legally responsible for the act causing them to be so thrown or dropped, it is not liable for injuries therefrom to travelers. Thus, a municipality, where not liable for negligence of its officers in setting off blasts at a quarry, is not liable because rocks are thereby thrown into a street so as to injure a traveler.⁹⁰

b. *Driveway.*

§ 2779. In general.

For what particular defects in the driveway is a municipality liable where injury results therefrom to a person using the street, is largely a matter to be determined by the facts of the particular case, and is generally a *question for the jury*. As already stated,⁹¹ the municipality is not liable for injuries unless it has been negligent. And a municipality is not negligent because the driveway is not in the best of condition in every part thereof, since there are bound to be some depressions and the like. What is an actionable defect in the driveway depends upon all the circumstances of the particular case, taking into consideration the physical structure and nature of the country, its climate,⁹² the location of the road as to whether it is in a congested part of the municipality or is a rural way,⁹³ etc.

Injuries resulting from minor defects in a street are not actionable, and the defect often is so small and insignificant that it will be held as a matter of law not to constitute negligence.⁹⁴ For instance, municipalities have been held not lia-

90. "The city is no more liable to plaintiff when he was struck in the street than it would have been if he had been struck in his own yard adjoining the street. If the city is not responsible for the negligence of the person who set the rock in motion, it is hard to understand how it can be responsible because the rock happened to fall in the street. Whether the city is responsible for an injury suffered by an object falling in the street must depend whether or not the city is liable for the object being in the air above the street. To illustrate, if the operator of an *aeroplane* should lose control of it, and it should fall in the street of a city and hurt someone, the city would be no more responsible for this than

for an object falling into the street from any other cause over which it had no control; and the city, not being responsible for the negligence of the person who set the rocks in motion, can not be held liable, simply because the rocks happened to fall in the street, or hit a person in the street." *Braunstein v. Louisville*, 146 Ky. 777, 143 S. W. 372.

91. § 2726, *ante*.

92. *Van Pelt v. Clarksburg*, 42 W. Va. 218, 24 S. E. 878.

93. § 2726, *ante*.

94. Not liable for electric light poles in street, near the curb, where horse hitched to pole is hurt by raising foot clear over the raised curbstone and putting it into the space between the curb and the pole

ble where the only defect was *cobblestones* in the street,⁹⁵ or *loose bricks*,⁹⁶ or slight *depressions*.⁹⁷ So falls upon *slippery asphalt* pavement are not ordinarily actionable.⁹⁸ And a *shallow gutter* across a street is not a defect.⁹⁹

§ 2780. Openings, holes, excavations, etc.

If there are deep holes in the driveway of a street, whatever the cause, whether made by digging or otherwise, and such holes are dangerous to travelers, the municipality is liable for injuries resulting therefrom, if it has failed to properly guard the hole, provided of course the municipality has actual or constructive notice of the hole, where notice is necessary.¹ Likewise if excavations are made in a street, and

on the opposite or further side. *Ryther v. Austin*, 72 Minn. 24, 74 N. W. 1017.

Curbstone. Not liable where plaintiff, stepping off of crosswalk, put his foot into a V-shaped opening in the curbstone where the curbs had not come together, the opening being several feet away from the crosswalk and made to carry the water from the street. *Harrigan v. Brooklyn*, 67 Hun (N. Y.), 85, 22 N. Y. S. 39, *aff'd* without opinion in 143 N. Y. 661, 39 N. E. 21.

95. *McCool v. Grand Rapids*, 58 Mich. 41, 24 N. W. 631, 55 Am. Rep. 655.

Notwithstanding the removal of loose stones from highways is required by statute, it has been held that a village is not liable for an injury to a horse as the result of *stepping on a loose stone* on a dirt road leading over a steep hill which was traveled but *very little*. *McKone v. Warsaw*, 187 N. Y. 336, 80 N. E. 212, *rev'g* 84 N. Y. S. 1134 (mem.), 89 App. Div. 616.

96. Loose bricks in the pavements, where not of itself dangerous, and which can readily be discovered and avoided. *Gosport v. Evans*, 112 Ind. 133, 13 N. E. 256, 2 Am. St. Rep. 164.

97. *Grissinger v. International R. Co.*, 128 N. Y. S. 63, 143 App. Div. 631.

Depression of an inch and a half held not actionable. *Burroughs v. Milwaukee*, 110 Wis. 478, 86 N. W. 159.

Slight depression in street, not suggesting to an ordinarily prudent man that it is dangerous, is not

actionable. *Decker v. New York*, 132 N. Y. S. 558, 147 App. Div. 691.

Depression in asphalt surface of street, about three inches deep, saucer-shaped, and as large as a wash tub—not liable. *Jones v. Detroit* (Mich. 1912), 137 N. W. 513.

98. *Vaccarini v. New York*, 104 N. Y. S. 928, 54 Misc. Rep. 600.

§ 2784, *post*.

99. *Baker v. Madison*, 56 Wis. 374, 14 N. W. 289.

Gutter across suburban street, to pass water across the road, 16 to 18 inches deep and 2½ feet across—not liable. *Van Pelt v. Clarksburg*, 42 W. Va. 218, 24 S. E. 878.

1. *Alabama*. *Birmingham v. Lewis*, 92 Ala. 352, 9 So. 243.

Iowa. *Case v. Waverly*, 36 Ia. 545.

Kentucky. *Madisonville v. Stewart* (Ky.), 121 S. W. 421.

Louisiana. *Allen v. Minden*, 127 La. 403, 53 So. 666.

New York. *Grant v. Brooklyn*, 41 Barb. (N. Y.) 381.

Unguarded ends of platform. *Estelle v. Lake Crystal*, 27 Minn. 243, 6 N. W. 775.

It is actionable negligence, after knowledge of a dangerous hole in a street, to fail to guard it or to repair the street. *Newport News v. Scott's Adm'x*, 103 Va. 794, 50 S. E. 266.

Hole seven inches deep, in pavement. Liable. *Miller v. New York*, 93 N. Y. S. 227, 104 App. Div. 33.

Hole in street near sidewalk, uncovered and unguarded. City liable without regard to how long it had been there. *Corinth v. Lawrence* (Ky.), 127 S. W. 1009.

Deep hole between railway

a cover put over their top, the municipality is liable if the top is out of order or unfit for use, or if the top is taken off or tips when a person is walking thereon.² This rule applies to *manholes*.³ So a municipality may be liable in case of *unguarded ditches* across a street.⁴ So liability may exist where a trench in a street has been *filled* up but in a negligent manner.⁵ So while the street must not be so high in the center and *slope* at such a sharp grade to the sides as to be danger-

tracks, to remove earth from sewer being constructed. Unguarded. Liable. *Block v. Worcester*, 186 Mass. 526, 72 N. E. 77.

Sewer excavation eight feet deep, unguarded and without lights except at head of excavation. City liable. *Crowther v. Yonkers*, 60 Hun (N. Y.), 586 (mem.), 15 N. Y. S. 588 (full opinion).

Catch-basin. *Covington v. Bollwinkle* (Ky.), 121 S. W. 664.

Openings in sewers must be guarded. *Chicago v. Seben*, 62 Ill. App. 248, aff'd in 165 Ill. 371, 46 N. E. 244, 56 Am. St. Rep. 245.

An open trench in a street is not a nuisance where it is a necessary part of lawful work in the street, but reasonable care must be exercised to guard it. *McDonald v. Degnon-McLean Cont. Co.*, 109 N. Y. S. 519, 124 App. Div. 824.

2. Cesspool in street with cover having a space in it big enough to receive a horse's foot. Liable. *Buck v. Biddeford*, 82 Me. 433, 19 Atl. 912.

3. Manhole open at night. *Kankakee v. Linden*, 38 Ill. App. 657.

Manhole at intersection of street must be so that travelers stepping on it will not be thrown into the hole. *Lincoln v. Detroit*, 101 Mich. 245, 59 N. W. 617.

But error to instruct that city is required to keep manhole as safe as sidewalk. *Lincoln v. Detroit*, 101 Mich. 245, 59 N. W. 617.

Uncovered manhole, plaintiff stepped into it. City held not liable where it is not shown who uncovered the hole or how long it had been uncovered. *Thomas v. New York*, 131 N. Y. S. 697, 146 App. Div. 512.

4. *Americus v. Chapman*, 94 Ga. 711, 20 S. E. 3; *Lemont v. Rood*, 18 Ill. App. 245; *Galveston v. Posnain-sky*, 62 Tex. 118, 50 Am. Rep. 517; *White v. San Antonio* (Tex. Civ. App.), 25 S. W. 1131.

Ditch four feet deep, unguarded at night. City liable. *Iola v. Farmer*, 72 Kan. 620, 84 Pac. 386.

Ditch in street, within the limits of travel, containing water. Not shown to be safe because no accident for forty years. *Bradner v. Warwick*, 86 N. Y. S. 935, 91 App. Div. 408.

Liable for negligence in failing to properly cover culvert across street. *O'Gorman v. Morris*, 26 Minn. 267, 3 N. W. 349.

Uncovered drain across street—not liable where street not improved or graded at place of accident. *Hughes v. Baltimore*, Fed Cas. No. 6,844.

5. *Heberling v. Warrensburg*, 133 Mo. App. 544, 113 S. W. 673.

Negligent filling of trench, which settled during a heavy rainstorm. Liable. *Johnson v. Worcester*, 172 Mass. 122, 51 N. E. 519.

Negligence in packing earth around manhole. City liable. *Wilkins v. Wilmington*, 2 Marv. (Del.) 132, 42 Atl. 418.

Culverts as sidewalks. Covering of ditch running along the side of a street, used as a sidewalk, not a culvert but a sidewalk, and hence municipality not liable under old Michigan statute. *Kowalka v. St. Joseph*, 73 Mich. 322, 41 N. W. 416.

Compare. Where a municipality has opened a street for travel over its entire width, reasonable care must be exercised to keep the whole street safe; and it is liable where thereafter a ditch is dug across the street and a bridge is built sufficiently wide to accommodate the usual travel but leaving a space unbridged on both sides. *Smith v. Hayti*, 130 Mo. App. 321, 109 S. W. 817.

ous, yet a cross grade of less than six inches in ten feet has been held not dangerous.⁶

On the other hand, municipalities have been held liable where the cause of the injury was due to such defective conditions⁷ as *glass* on the street;⁸ raised *water box*;⁹ *post* across street;¹⁰ live *electric wire* hanging or laying on side of road;¹¹ *electric lights*;¹² failure to properly *fill trench* dug for *water pipes*;¹³ *hole* in street;¹⁴ piles or *ridges* of dirt;¹⁵ *rubbish and brickbats* in streets.¹⁶

So a municipality is liable where a railway bridge is built over a highway and the grade of the street is raised so that travelers cannot pass under it safely.¹⁷ Likewise, *ruts* in a street may be of such a size and character as to make the municipality liable where injury results therefrom;¹⁸ but a municipality is not liable for failure to keep dirt roads free from *ruts* such as are ordinarily made by heavy wagons in soft ground.¹⁹ Where a *commercial or street railroad track* crosses a street, defects in the crossing, although attributable to the railroad company, are actionable.²⁰ So the municipal-

6. Kaiser v. St. Louis, 185 Mo. 366, 84 S. W. 19.

7. Cover to cesspool, not fastened down, floated off in heavy rain, and plaintiff fell into it on crossing street. Verdict for plaintiff sustained. Post v. Boston, 141 Mass. 189, 4 N. E. 815.

8. El Paso v. Dolan (Tex. Civ. App.), 25 S. W. 669; Galveston v. Reagan (Tex. Civ. App.), 43 S. W. 48.

9. Wilkins v. Rutland, 61 Vt. 336, 17 Atl. 735.

10. Recovery held proper where a *post* is allowed to remain in the street, where the wheels of a carriage can not pass over it safely. Pueblo v. Smith, 3 Colo. App. 386, 33 Pac. 685.

11. Where a rural road in a city was 45 feet wide and macadamized in the center for 16 feet, with a smooth surface of sod or earth on both sides at the same level, and a traveler is killed by contact with a broken fire-alarm wire, the municipality is liable, although the wire was not lying on the macadamized portion. Emery v. Philadelphia, 208 Pa. 492, 57 Atl. 977.

12. Schmidt v. Chicago, 107 Ill. App. 64.

13. Stoddard v. Winchester, 157 Mass. 567, 32 N. E. 948.

14. Pierce v. Wilmington, 2 Marv.

(Del.) 306, 43 Atl. 162; Robinson v. Wilmington, 8 Houst. (Del.) 409, 32 Atl. 347.

Liable for, in particular case where hole made by culvert being taken out and filled with loose dirt rounded up. Heberling v. Warrensburg, 204 Mo. 604, 103 S. W. 36.

15. Ridge of dirt 16 inches high and 4 to 5 feet wide, in center of well traveled street, without warnings. Streeter v. Marshalltown, 123 Ia. 449, 99 N. W. 114.

16. Rubbish in street, including brickbats, washed there by culvert in street. Hazzard v. Council Bluffs, 87 Ia. 51, 53 N. W. 1083.

17. Talbot v. Taunton, 140 Mass. 552, 5 N. E. 616.

18. Brush v. New York, 69 N. Y. S. 51, 59 App. Div. 12; Eckert v. New York, 69 N. Y. S. 124, 59 App. Div. 611 (holes in pavement close to street car tracks and along the rails).

19. Clifton v. Philadelphia, 217 Pa. 102, 66 Atl. 159, 9 L. R. A. (N. S.) 1266, where it is said: "The same degree of smoothness is not to be expected upon a dirt road as is to be looked for upon an asphalt street."

20. Cunningham v. Thief River Falls, 84 Minn. 21, 86 N. W. 763 (ditches on either side of grade).

ity is liable to one injured while driving along the street because of the unsafety of a *crosswalk*.²¹

§ 2781. Obstructions.

Unless it has used reasonable care to protect the public from the obstruction,²² a municipality is liable if obstructions permitted to remain in a street result in injury to third persons,²³ provided the obstruction is a dangerous one, and the municipality had actual or constructive notice thereof a sufficient length of time before the injury to have remedied the unsafe condition, where notice is necessary. Furthermore, no *custom or usage* can justify the placing of obstructions in a street.²⁴

However, the necessities of modern life demand the location of many obstacles in the highway,²⁵ and the municipality may permit minor encroachments on the streets.²⁶ So *temporary* encroachments on the street, as with building materials while constructing a building,²⁷ or with teams and vehicles while loading or unloading goods,²⁸ are not unlawful, and a municipality is not liable, ordinarily, in case of injury to travelers therefrom,²⁹ unless permitted to remain an unreasonable time.³⁰ So a municipality may temporarily place obstructions in a street for the purpose of making repairs. Likewise, there are certain useful and more or less necessary articles in streets such as *shade trees*,³¹ *hitching posts*,³²

§ 2750, *ante*.

Liable for loose street car rail, laid on timbers which would not support the spikes, at crossings. *Natchez v. Shields*, 74 Miss. 871, 21 So. 797.

Iron rails projecting four inches above the planked surface of the street—liable. *Michigan City v. Boeckling*, 122 Ind. 39, 23 N. E. 518.

21. Cross walk, one side raised eight inches above the roadway, planks warped and loose. *Vandalia v. Ropp*, 39 Ill. App. 344.

22. *Jones v. Boston*, 188 Mass. 53, 74 N. E. 295.

23. *Louisville v. Keher*, 117 Ky. 841, 79 S. W. 270; *McEvoy v. Sault Ste Marie*, 136 Mich. 172, 98 N. W. 1006; *Knoxville v. Bell*, 80 Tenn. (12 Lea), 157; *Saylor v. Montesano*, 11 Wash. 328, 39 Pac. 653.

Loose plank—liability held question for jury. *Grand Forks v. Allman*, 153 Fed. 532, 83 C. C. A. 554.

24. *Wright v. Hildreth*, 69 Ill. App. 588.

25. § 1314, *ante*, vol. 3.

26. § 1317, *ante*, vol. 3.

27. § 1340, *ante*, vol. 3.

28. § 1339, *ante*, vol. 3.

29. Temporary obstructions. Under the rule permitting temporary obstructions, a hose pipe may be placed in the street to clean out a sewer, and it may be allowed to remain there all night in use, where necessity requires, with such precautions against injury as the circumstances require. *Portsmouth v. Lee* (Va. 1911), 71 S. E. 630.

30. *Piling of lumber* in a street and keeping it there for an unreasonable time. *Smith v. Davis*, 22 App. (D. C.) 298.

31. *Wellington v. Gregson*, 31 Kan. 99, 1 Pac. 253.

§§ 1326-1328, *ante*, vol. 3.

See also *Washburn v. Easton*, 172 Mass. 525, 52 N. E. 1070.

32. *Weinstein v. Terre Haute*, 147 Ind. 556, 46 N. E. 1004.

§ 1358, *ante*, vol. 3.

stepping stones,³³ etc.,³⁴ which, although to some extent obstructions, are not such as to make the municipality liable for injuries resulting from colliding therewith, provided they are properly constructed and located. However, if they are not properly constructed or are not properly located the municipality is ordinarily liable. This exception making the municipality liable in case of improper construction or location has been applied to *poles*,³⁵ *hitching posts*,³⁶ *stepping blocks*,³⁷ *hydrants*,³⁸ *fire plugs*,³⁹ etc.

Among the obstructions in the driveway which, under the circumstances of the particular case, have been held such as to make the municipality liable for injuries resulting therefrom, are the following:⁴⁰ *rubbish*; ⁴¹ *fallen wire*; ⁴² *pile of lumber*; ⁴³ *abandoned street railway side track*; ⁴⁴ *boulder*; ⁴⁵ *old curbing left in street*; ⁴⁶ *mortar boxes*; ⁴⁷ *unguarded*

33. *Dubois v. Kingston*, 102 N. Y. 219, 6 N. E. 273, 55 Am. Rep. 804; *Robert v. Powell*, 52 N. Y. S. 918, 24 Misc. Rep. 241.

§ 1358, *ante*, vol. 3.

Carriage block of ordinary size and placed in the usual position near the curb. *Wolf v. District of Columbia*, 21 App. (D. C.) 464, 69 L. R. A. 83; *Cincinnati v. Fleischer*, 63 Ohio St. 229, 58 N. E. 568.

34. *Telegraph pole* in street is not an unlawful obstruction. *Gaudin v. Carthage*, 12 N. Y. S. 796.

Lamp post near curb not unlawful obstruction. *Van Wie v. Mt. Vernon*, 49 N. Y. S. 779, 26 App. Div. 330.

35. *Electric railway poles* in a street, although placed there pursuant to the consent of the legislature and the municipality, may be such an obstruction as to make the municipality liable for injuries received therefrom, as where they are in the middle of the street and not visible on a dark night. *McKim v. Philadelphia*, 217 Pa. 243, 66 Atl. 340.

Telephone pole placed in such a position as to be a public nuisance. *Norwalk v. Jacobs*, 27 Ohio Cir. Ct. Rep. 691.

36. *Hitching post*—liable where so near to the carriageway as to make traveling unsafe. *Arey v. Newton*, 148 Mass. 598, 20 N. E. 327, 12 Am. St. Rep. 604.

37. *Stone block* about three feet square and eight or ten inches thick lying on the banquette, which had formerly occupied a position extend-

ing from the curbstone across the gutters and served as a stepping stone, is an actionable obstruction, where after the paving of the street the stone was moved out into the street and its use as a stepping stone ceased. *McCormack v. Robin*, 126 La. 594, 52 So. 779.

38. *St. Germain v. Fall River*, 177 Mass. 550, 59 N. E. 447.

39. *Fire plug* close to traveled path and concealed by vegetation. *Thunborg v. Pueblo*, 18 Colo. App. 80, 70 Pac. 148.

40. *Table* on sidewalk, liable for permitting without objection for some time. *Palestine v. Hassell*, 15 Tex. Civ. App. 519, 40 S. W. 147.

Peanut roaster, supported by wheels and operated by steam, in street for many weeks, is an unlawful obstruction, and municipality is liable where it explodes and injures passer-by. *Frank v. Warsaw*, 198 N. Y. 463, 92 N. E. 17.

41. *King v. Cleveland*, 28 Fed. 835.

42. *West Kentucky Tel. Co. v. Paris*, 25 Ky. L. Rep. 1838, 78 S. W. 917.

43. *Senhenn v. Evansville*, 140 Ind. 675, 40 N. E. 69.

44. *Cutcher v. Detroit*, 139 Mich. 186, 102 N. W. 629.

45. *May v. Anaconda*, 26 Mont. 140, 66 Pac. 759.

46. *Collett v. New York*, 64 N. Y. S. 693, 51 App. Div. 394.

Pile of curbstones in street, left there by contractor after resetting curb. City liable. *Meyers v. Phila-*

building materials in a street, although ordinance authorized such obstructions and though builder was himself personally liable for such injuries;⁴⁸ *limb of tree* projecting into street dangerously low;⁴⁹ *polling booth* in street;⁵⁰ *paving material*;⁵¹ *stretched wire* at street corner;⁵² *electric light* close to ground;⁵³ *beam* used as runway;⁵⁴ *pile of sand or dirt*;⁵⁵ *wagon standing* in street night and day.⁵⁶

delphia, 217 Pa. 159, 66 Atl. 251, 10 L. R. A. (N. S.) 678.

"The city seeks to relieve itself of liability, on the ground that a municipal corporation is not responsible for an injury caused by the negligence of an independent contractor. But this principle has no application to the case. Property owners, engaged in work on a city or borough street in front of their properties, in obedience to the requirements of an ordinance, are not contractors exercising an independent employment, over whom the municipal authorities have no control. Trego v. Honeybrook Borough, 160 Pa. 76, 28 Atl. 639. A municipality may not be responsible for the negligence of an owner of property engaged in work on a street, done on notice from it, where the negligence is in the manner of doing the work on the part of the street necessarily occupied for that purpose, but its duty to exercise reasonable supervision of streets thrown open for travel always continues. The placing of the rejected curbstones in the street was not a part of the work of resetting the curb, but the unauthorized use of the street as a place of storage for material that should have been placed elsewhere or at once removed. It was allowed to remain there, a menace to travel, during the progress of the work and after its completion, and the question of constructive notice to the city was for the jury." Meyers v. Philadelphia, 217 Pa. 159, 66 Atl. 251, 10 L. R. A. (N. S.) 678.

47. Munley v. Sugar Notch, 215 Pa. 228, 64 Atl. 377.

48. La Porte v. Henry, 41 Ind. App. 197, 83 N. E. 655.

49. Louisville v. Michels, 114 Ky. 551, 71 S. W. 511; Embler v. Wallkill, 132 N. Y. 222, 30 N. E. 404.

50. Haberlil v. Boston, 190 Mass. 358, 76 N. E. 907, 4 L. R. A. (N. S.) 571.

51. Paving material in street, to be used in improvement of another street, is an actionable obstruction, though it would be otherwise if to be used in the improvement of the street on which it was located. Louisville v. Tompkins (Ky.), 122 S. W. 174.

52. Wire stretched along boulevard at street corner—liable to pedestrian injured while attempting to cross the street diagonally. McDonald v. St. Paul, 82 Minn. 308, 84 N. W. 1022, 83 Am. St. Rep. 428.

53. Electric light in street, let down to within a few feet of the ground, left there after cleaning it—city liable. Mickey v. Indianola (Ia.), 114 N. W. 1072.

54. Beam used as runway across street, to convey meat, being lowered for use, driver of wagon collided with it. Verdict for plaintiff sustained. Wynn v. Yonkers, 80 N. Y. S. 257, 80 App. Div. 277.

55. Joslyn v. Detroit, 74 Mich. 458, 42 N. W. 50; Chicago v. Brophy, 79 Ill. 277; Stafford v. Oskaloosa, 64 Ia. 251, 20 N. W. 174; Tiers v. New York, 74 Hun (N. Y.) 452, 26 N. Y. S. 688.

Pile of ashes in driveway, five or six inches high held not actionable. Kelchner v. Nanticoke Borough, 209 Pa. 412, 58 Atl. 851.

56. Cohen v. New York, 113 N. Y. 532, 21 N. E. 700, 4 L. R. A. 406, 10 Am. St. Rep. 506.

Leaving vehicles in street. It is well settled that a street may be rendered unsafe for public use, so as to charge a municipality with the consequences, by the long continued use thereof for such a purpose as the *leaving of vehicles* therein. Radichell v. Kendall, 121 Wis. 560, 99 N. W. 348.

And in such a case it is immaterial that the particular vehicle which obstructed the street had not been left there on previous occasions, or that the street had not been custo-

On the other hand, it has been held, in particular cases, that a recovery cannot be had where the injury resulted from obstructions⁵⁷ such as *doorsteps*;⁵⁸ *fence across a street*;⁵⁹ *rope across street*;⁶⁰ *public pump in street*;⁶¹ *slight mound of dirt*; *sleigh standing in street* a few minutes to unload goods;⁶² use of streets or alleys by railway company, pursuant to a franchise;⁶³ *crosswalk*;⁶⁴ *fire engine standing in street*;⁶⁵ two by four scantling in driveway;⁶⁶ *embankment of earth* in constructing a street railway track, where room was left for safe travel;⁶⁷ *goats*.⁶⁸ So a municipality has been held not liable to a passenger on a street car injured by coming in contact with a trolley pole, where the municipality did not fix or direct the precise location of the tracks or the poles, or determine the width of the cars.⁷⁰

§ 2782. Embankments.

If the driveway is elevated and there are steep banks on one or both sides, the municipality must, if necessary to pro-

marily obstructed by vehicles at the precise place where the accident occurred. *Radichell v. Kendall*, 121 Wis. 560, 99 N. W. 348.

But it is not negligence for a small village to permit two wagons to stand in front of a wagon shop for two or three days in violation of a village by-law. *Studeor v. Gouverneur*, 44 N. Y. S. 122, 15 App. Div. 229.

57. *Stone in driveway near sidewalk*, put there to protect sidewalk, is not an actionable obstruction where there is ample space in the street for passing teams. *Bureau Junction v. Long*, 56 Ill. App. 458.

Steam roller in a street under course of repair is not an unlawful obstruction, and if a horse becomes frightened thereat, no recovery can be had. *District of Columbia v. Moulton*, 182 U. S. 576, 21 Sup. Ct. 840, 45 L. Ed. 1237.

Barrier as a guard, necessary to protect public, see *Powers v. Boston*, 154 Mass. 60, 27 N. E. 995.

58. *Cushing v. Boston*, 124 Mass. 434.

59. *Aurora v. Pulfer*, 56 Ill. 270.

60. *Simon v. Atlanta*, 67 Ga. 618, 44 Am. Rep. 739 (to allow parade); *Barber v. Roxbury*, 11 Allen (Mass.), 318.

Roping off alley to prevent disorderly crowds therein. *Runaway*

horse broke rope and it struck a pedestrian. City not liable. *Lawrenceburg v. Lay* (Ky. 1912), 149 S. W. 862.

61. *Lostutter v. Aurora*, 126 Ind. 436, 26 N. E. 184, 12 L. R. A. 259.

§ 1345, *ante*, vol. 3.

62. *Stafford v. Oskaloosa*, 57 Ia. 748, 11 N. W. 668.

63. *Sikes v. Manchester*, 59 Ia. 65, 12 N. W. 755.

§ 1339, *ante*, vol. 3.

64. *Heath v. Des Moines & St. L. R. Co.*, 61 Ia. 11, 15 N. W. 573.

65. *Loberg v. Amherst*, 87 Wis. 634, 58 N. W. 1048, 41 Am. St. Rep. 69.

66. *Fire engine in street*. Where street was plenty wide for travel notwithstanding unused fire engine in street, and horse became frightened by something for which the municipality was not responsible, and collided with the engine in daylight, the municipality was not liable. *Harrodsburg v. Abram*, 138 Ky. 157, 127 S. W. 758.

67. *Brown v. Chicago*, 135 Ill. App. 126.

68. *Lockport v. Licht*, 221 Ill. 35, 77 N. E. 581.

69. *Pearce v. Lancaster*, 1 Ky. L. Rep. (abstract) 412.

70. *Kennedy v. Lansing*, 99 Mich. 518, 58 N. W. 470.

tect travelers, erect guards or railings to prevent persons falling over the embankment.⁷¹

§ 2783. Objects frightening horses.

Except in Massachusetts,⁷² Michigan,⁷³ and South Carolina,⁷⁴ where the liability for defective streets is statutory, and the rule of non-liability is asserted in case of objects frightening horses, it is well settled that municipalities are liable for injuries resulting from the existence of objects in the street calculated to, and which in fact do, frighten horses and cause injury,⁷⁵ although neither the horse nor the vehicle come in actual contact with the object of fright,⁷⁶ and without regard to whether the fright is caused by the appearance of the object or the sound made by it,⁷⁷ and generally without regard to whether the object is in the traveled part of the way.⁷⁸ However, the object must be of such a character as to be calculated to frighten *horses of ordinary gentleness*,⁷⁹ and furthermore no recovery can be had where the object is properly in the street, as where placed in the street or continued there by a third person in connection with a proper temporary use of the street. Thus, if the objects

71. § 2800, *post*.

72. *Cook v. Charlestown*, 13 Allen (Mass.), 190, note, 98 Mass. 80.

See also *Bowes v. Boston*, 155 Mass. 344, 29 N. E. 633, 15 L. R. A. 365; *Howard v. Worcester*, 153 Mass. 426, 27 N. E. 11, 12 L. R. A. 160, 25 Am. St. Rep. 651; *Cole v. Newburyport*, 129 Mass. 594, 37 Am. Rep. 394; *Keith v. Easton*, 2 Allen (Mass.), 552.

Compare *Butman v. Newton*, 179 Mass. 1, 60 N. E. 401, 88 Am. St. Rep. 349, where negligence was in connection with construction of street in dumping stone.

No liability where fright is from sound and not sight. *Bowes v. Boston*, 155 Mass. 344, 29 N. E. 633, 15 L. R. A. 365.

73. *Agnew v. Corunna*, 55 Mich. 428, 21 N. W. 873, 54 Am. Rep. 383.

See also *Brink v. Grand Rapids*, 144 Mich. 472, 108 N. W. 430.

74. *Dunn v. Barnwell*, 43 S. C. 398, 21 S. E. 315, 49 Am. St. Rep. 843.

75. *Illinois*. *Chicago v. Hoy*, 75 Ill. 530, dead animal.

Indiana. *Rushville v. Adams*, 107 Ind. 475, 8 N. E. 292, 57 Am. Rep. 124.

Iowa. *Frazee v. Cedar Rapids*, 151 Ia. 251, 131 N. W. 33.

New York. *Barr v. Bainbridge*, 59 N. Y. S. 132, 42 App. Div. 628 (rubbish); *Champlain v. Penn Yan*, 34 Hun (N. Y.), 33, *aff'd* in 102 N. Y. 680, advertising banner.

Texas. *Weatherford v. Lowery* (Tex. Civ. App.), 47 S. W. 34, scraper with bright side exposed.

Washington. See *Taylor v. Ballard*, 24 Wash. 191, 64 Pac. 143.

Wisconsin. *Little v. Madison*, 42 Wis. 643, 24 Am. Rep. 345, wild animals exhibited pursuant to license.

But see *Kent v. Cheyenne*, 2 Wyo. 6.

76. *District of Columbia v. Moulton*, 15 App. (D. C.) 363; *Ouverson v. Grafton*, 5 N. D. 281, 65 N. W. 676.

77. *Falmouth v. Woods*, 16 Ky. L. Rep. (abstract), 317, where fright was caused by noise from canvas sign.

78. *District of Columbia v. Moulton*, 15 App. (D. C.) 363.

79. *Frazee v. Cedar Rapids* (Ia.), 131 N. W. 33; *Elam v. Mt. Sterling*, 132 Ky. 657, 117 S. W. 250, 20 L. R. A. (N. S.) 512.

causing the fright are mortar boxes and building material, put in the street by an abutter while constructing a building, without objection from the municipality, and the obstruction is merely temporary and is reasonable, the municipality is not liable although the objects were likely to frighten a horse of ordinary gentleness.⁸⁰ So if the object is one necessarily used by the municipality while improving the street, and it is not negligently used, no recovery can ordinarily be had where a horse becomes frightened thereat;⁸¹ and the same rule applies to ordinary objects placed on the side of a street while improving it.⁸² *Steam rollers* may be temporarily left in a street while the work of improving the street is progressing,⁸³ but the municipality is liable where they are merely stored there until wanted elsewhere.⁸⁴ Where a municipality is excavating its streets to lay pipes, it is not required in the day time to place barriers to prevent the use of the street, where sufficient room is left for the passage of vehicles; and one who drives past the excavations in daylight assumes the risk of fright to his horse.⁸⁵ Of course, no liability exists, where a statute limits the right to recover to a case of "obstructions," where the cause of fright is boys sliding on sleds on the street.⁸⁶

80. *Loberg v. Amherst*, 87 Wis. 634, 58 N. W. 1048, 41 Am. St. Rep. 69.

81. *Steam instruments*, while being used in constructing or repairing street, where not negligently managed, are not such objects that a recovery may be had where a horse becomes frightened thereat. *McMulkin v. Chicago*, 92 Ill. App. 331; *Sparr v. St. Louis*, 4 Mo. App. 573.

82. As a matter of law, a municipality is "not liable in damages because of injuries sustained by the fright of an ordinarily gentle horse at objects, not of an unusual character, placed upon the side of a street, and of the traveled way, for the purpose of constructing, improving or repairing the same, although they may be permitted to remain a longer time than is necessary before being used." *Elam v. Mt. Sterling*, 132 Ky. 657, 117 S. W. 250, 20 L. R. A. (N. S.) 512.

In Texas, however, it is held that, while the duty to maintain and repair streets involves the incidental right to place in the street proper material for the accomplishment of such purposes, yet "when such ma-

terial is naturally calculated to frighten horses of ordinary gentleness, * * * it becomes the duty of the municipality either to so place the material as that it can not be seen by such animals, or to temporarily close the street." *Patterson v. Austin*, 15 Tex. Civ. App. 201, 39 S. W. 976.

83. *Lane v. Lewiston*, 91 Me. 292, 39 Atl. 999.

84. *Elgin v. Thompson*, 98 Ill. App. 358.

That steam roller being used in improving a street should be removed from the street when the work is completed for the day, see *Holstead v. Warsaw*, 59 N. Y. S. 518, 43 App. Div. 39.

If sole negligence alleged is the careless operation of the steam roller, and those operating it were not the servants of the city, it is not liable to one injured by his horse becoming frightened. *Hall v. Concord*, 71 N. H. 367, 52 Atl. 864, 58 L. R. A. 455.

85. *O'Rourke v. Monroe*, 98 Mich. 520, 57 N. W. 738.

86. *Ray v. Manchester*, 46 N. H. 59, 88 Am. Dec. 192.

§ 2784. Snow and ice.

In those sections where a greater or less amount of snow falls in the winter season, there is generally, from the first snow fall until a general thaw in the spring, more or less snow and ice on all the streets in every municipality, except in a few cities such as New York City where the snow is carted away as soon as possible after a storm. *So far as the driveway is concerned*, in those municipalities where sleighs are used, it is necessary to allow the snow to remain on the street to accomodate persons using sleighs, and of course if the snow is allowed to remain it necessarily follows that the changes in the weather will result in slush and ice, producing a slippery condition. And it is not true that *whatever a municipality must do relative to snow and ice on a sidewalk* it must also be required to do with reference to snow and ice in the driveway.⁸⁷ So it is hardly necessary to state that it is not the duty of municipalities to keep the driveway of its streets, from curb to curb, free from snow and ice;⁸⁸ and if persons or animals *slip* thereon the municipality is ordinarily not liable, where the snow or ice results from natural causes.⁸⁹ At the same time, a municipality may be liable for its negligence in allowing a dangerous accumulation of ice and snow in the roadway of its streets, in consequence of which one driving thereon is injured,⁹⁰ or even where a pedestrian walking on the driveway is injured at a

87. *Cloughessey v. Waterbury*, 51 Conn. 405, 416, 50 Am. Rep. 38; *Lichenstein v. New York*, 159 N. Y. 500, 504, 54 N. E. 67.

Statutes governing, and general rules, § 2770, *ante*.

88. Not liable where vehicle collides with stone covered with snow, in space between sidewalk and driveway, put there at the edge of a private driveway to protect the grass plot and a tree thereon from being driven upon. *Dougherty v. Househeads*, 159 N. Y. 154, 53 N. E. 799, rev'g 39 N. Y. S. 447, 5 App. Div. 625.

Obstruction in street caused by snow thrown from the sidewalk and also from the street car tracks—city not liable. *Hutchinson v. Ypsilanti*, 103 Mich. 12, 61 N. W. 279.

Not liable where snow and ice accumulated from snow thrown from sidewalk and from railroad tracks, where it had become a solid mass of ice and practically no opportunity to remove it. *Peard v. Mt. Vernon*,

31 N. Y. S. 395, 83 Hun, 250, aff'd without opinion in 158 N. Y. 681, 52 N. E. 1125.

Failure to remove a four foot fall of snow from streets for seven days, it being piled up by street car company in clearing its tracks, is not negligence *per se*. *McDonald v. Toledo*, 63 Fed. 60.

89. *Kannenberg v. Alpena*, 96 Mich. 53, 55 N. W. 614; *Mueller v. Milwaukee*, 110 Wis. 623, 86 N. W. 162.

Not liable for "general slippery condition of the street which occurs in all cities in winter time." *Hendrickson v. Chester City*, 221 Pa. 120, 70 Atl. 552.

90. *Haight v. Elmira*, 59 N. Y. S. 193, 42 App. Div. 391.

Rut where rail of horse-railroad ran, and shoulders of ice on each side, left when the street was ploughed out after a storm, catching runner of sleigh and turning it over. Verdict for plaintiff sustained. *Ellis v. Lewiston*, 89 Me. 60, 35 Atl. 1016.

place other than a crosswalk,⁹¹ although undoubtedly one using the roadway which is covered more or less with snow and ice, to walk on, would be chargeable with greater care than one using it as a driveway or one using a sidewalk or crosswalk to walk on.

The distinction between *smooth and rough* ice, in case of injuries on sidewalks,⁹² is undoubtedly applicable, at least to the extent that if the snow or ice amounts to a *dangerous obstruction* and it is not remedied within a reasonable time after actual or constructive notice thereof, the municipality is liable.⁹³ Furthermore, *the municipality is liable*, where the injury is the result in part of *other negligence* of its officers for which it is liable.⁹⁴ Thus, if the ice is caused by the freezing of water emptied into the street, through a pipe or by buckets, by an abutter, for a long period of time and with the knowledge if not the express permission of the municipality, it is liable without regard to whether the ice was rough or smooth.⁹⁵ So if ice forms on the driveway from water which the municipality negligently allowed to *flow from a broken hydrant*, the municipality is liable to one injured thereby, although the ice has not so accumulated in hills and ridges as to form an obvious physical obstruction to travel.⁹⁶ So a *highway may be defective by being so improperly constructed* as to induce a special or constant deposit of ice in a particular locality.⁹⁷

c. Sidewalk.

§ 2785. Particular defects in general.

The municipality need not keep sidewalks absolutely safe, and is not responsible for every accident thereon. The municipality must have been negligent in order to be liable for injuries thereon. What is a defect or obstruction in or on a sidewalk which will constitute negligence on the part of the municipality is governed by no fixed rule, but is to be deter-

91. *Magaha v. Hagerstown*, 95 Me. 62, 51 Atl. 832, 93 Am. St. Rep. 317.

92. § 2789, *post*.

93. Distinction between smooth and rough ice, as repudiated in Maryland, see *Magaha v. Hagerstown*, 95 Md. 62, 73, 51 Atl. 832, 93 Am. St. Rep. 317.

94. Liable where layers of ice in street were caused by act of municipal contractors in using an engine on the street to find rock bottom,

where it discharged large quantities of water on the street which froze from day to day until the street became a mass of ice from curb to curb. *Loretz v. New York*, 132 N. Y. S. 988.

95. *Magaha v. Hagerstown*, 95 Md. 62, 74, 51 Atl. 832, 93 Am. St. Rep. 317.

96. *Decker v. Scranton*, 151 Pa. 241, 25 Atl. 36, 31 Am. St. Rep. 757.

97. *Stanton v. Springfield*, 12 Allen (Mass.), 566.

mined by the facts of the particular case and surrounding circumstances, such as those noted above in connection with the discussion of particular defects in general.⁹⁸

To keep all the sidewalks in perfect condition at all times is practically a municipal impossibility. For instance, slight inequalities are nearly always found, at one place or another, especially where there is much travel. *Minor defects or obstructions* are generally not actionable.⁹⁹ This includes *slight depressions* in sidewalks,¹ *slight differences in the level* of a sidewalk,² *sagging planks*;³ *brick* slightly loosened;⁴ *mere slipperiness* of walk;⁵ *bricks* projecting above other bricks;⁶ *flagstones* projecting above other stones;⁷

98. § 2765, *ante*.

99. *Parrish v. Huntington*, 57 W. Va. 286, 50 S. E. 416.

Apron over cement sidewalk to prevent pedestrians from slipping, less than two inches in thickness, but not angled down at the end—not liable. *Kleiner v. Madison*, 104 Wis. 339, 80 N. W. 453.

Ordinary curbstone is no defect; and it follows that if cobblestones are made a part of and in the edge of a concrete sidewalk, and such stones are about six inches high above the soil of an intersecting street which has no sidewalk, and the upper surfaces of the stones are even and necessitate a step only six inches high, they are no more dangerous than the ordinary curbstone. *Burke v. Haverhill*, 187 Mass. 65, 72 N. E. 256.

Cellar door not necessarily a nuisance. *Fehlauer v. St. Louis*, 178 Mo. 635, 77 S. W. 843.

1. *Illinois*. *Chicago v. Norton*, 116 Ill. App. 570.

Kentucky. *Lexington v. Cooper*, 148 Ky. 17, 145 S. W. 1127.

Maine. *Haggerty v. Lewiston*, 95 Me. 374, 50 Atl. 55.

Masachusetts. *Isaacson v. Boston*, 195 Mass. 114, 80 N. E. 809; *Newton v. Worcester*, 174 Mass. 181, 54 N. E. 521.

Michigan. *Jackson v. Lansing*, 121 Mich. 279, 80 N. W. 8.

New York. *Terry v. Perry*, 199 N. Y. 79, 92 N. E. 91; *Hamilton v. Buffalo*, 173 N. Y. 72, 65 N. E. 944 rev'g 66 N. Y. S. 990, 55 App. Div. 423; *Beltz v. Yonkers*, 148 N. Y. 67, 42 N. E. 401; *Duffy v. New York*, 133 N. Y. S. 974, 144 App. Div. 478 (depression of three or four inches);

McCoy v. Utica, 128 N. Y. S. 60, 143 App. Div. 634; *Fitzgerald v. Degnon Cont. Co.*, 110 N. Y. S. 857, 126 App. Div. 363; *Powers v. New York*, 106 N. Y. S. 166, 121 App. Div. 433; *Henry v. New York*, 104 N. Y. S. 440, 119 App. Div. 432; *Schall v. New York*, 84 N. Y. S. 737, 88 App. Div. 64; *Getzoff v. New York*, 64 N. Y. S. 636, 51 App. Div. 450; *Morrison v. Syracuse*, 65 N. Y. S. 939, 53 App. Div. 490, aff'd in 175 N. Y. 523, 67 N. E. 1085.

Wisconsin. *Koepke v. Milwaukee*, 112 Wis. 475, 88 N. W. 238.

Depression 1 $\frac{7}{8}$ inches deep in center of walk not actionable. *Bennett v. St. Joseph*, 146 Mich. 382, 109 N. W. 604.

Smooth worn place, about two inches deep, in stone sidewalk—not liable. *Louisville v. Uebelhor*, 142 Ky. 151, 134 S. W. 152.

2. *Gastel v. New York*, 194 N. Y. 15, 86 N. E. 833.

Two inches inequality in sidewalk not actionable. *Baker v. Detroit*, 166 Mich. 597, 132 N. W. 462.

3. *Rock Island v. Littig*, 118 Ill. App. 643.

4. *Morris v. Philadelphia*, 195 Pa. 372, 45 Atl. 1068.

5. *Smith v. Yankton*, 23 S. D. 352, 121 N. W. 848.

Sewer catch basins, with smooth iron on top, more slippery than wood or corrugated iron, and located in sidewalk. *McCourt v. Covington*, 143 Ky. 484, 136 S. W. 910.

6. Brick sidewalk, pedestrian stubbed toe on brick projecting upwards three quarters of an inch. *Covington v. Belser*, 137 Ky. 125, 123 S. W. 249.

7. Flagstone projecting 2 $\frac{1}{2}$ inches

stones projecting above surface of crushed stone walk;⁸ slight projections above the surface of the walk, of boxes or the like inserted in the sidewalk;⁹ grating projecting above walk;¹⁰ added thickness of plank nailed to walk but not at all places;¹¹ root across path,¹² protruding spike.¹³

On the other hand, the following defects or obstructions have been held actionable, in particular cases:¹⁴ holes in sidewalk;¹⁵ hole caused by absence of glass disk;¹⁶ huge hole in grating;¹⁷ loose bricks;¹⁸ three feet abrupt drop from

above other stones, at one place. *Davidson v. New York*, 117 N. Y. S. 185, 133 App. Div. 352.

8. Rounded stone 2½ inches in diameter protruding ¾ of an inch above general surface of crushed stone sidewalk—not actionable. *Huntington v. Bartrom*, 49 Ind. App. —, 95 N. E. 544.

9. Movable grating of a culvert projecting one to two inches above the level of the edge of the sidewalk—not liable. *Raymond v. Lowell*, 6 Cush. (60 Mass.), 524, 53 Am. Dec. 57.

Water box in brick sidewalk, cap projecting ¾ of an inch above the surface of the walk. *Powers v. Mechanicville*, 125 N. Y. S. 801, 140 App. Div. 835.

10. Grating projecting about two inches above sidewalk. *Northrup v. Pontiac*, 159 Mich. 250, 123 N. W. 1107.

11. Nailing two inch planks to the upper side of a walk and permitting the other portion of the walk to remain unchanged—pedestrian tripped—defect too slight to be actionable. *Kawiecka v. Superior*, 136 Wis. 613, 118 N. W. 192.

12. Root across path, in outlying district. City not liable. *Quinn v. New York*, 129 N. Y. S. 1028, 145 App. Div. 195.

Bricks raised by roots of tree—not liable. *Covington v. Manwaring*, 113 Ky. 592, 68 S. W. 625.

But root of tree, where loose and rotten, may be a defect. *Nestor v. Fall River*, 183 Mass. 265, 67 N. E. 248.

13. *Doulon v. Clinton*, 33 Ia. 397.

14. Must drain off accumulated surface water, if it can reasonably be done. *Denver v. Cochran*, 17 Colo. App. 72, 67 Pac. 23.

Elevated platform held a part of the sidewalk for the condition of

which the municipality was liable. *Leggett v. Watertown*, 66 N. Y. S. 910, 55 App. Div. 321.

Iron rod protruding from sidewalk, instruction as to. *Denver v. Stein*, 25 Colo. 125, 53 Pac. 283.

Where a surface of rock, naturally fitted for a sidewalk, has been used by the public for years as such, the municipality is liable for injuries resulting from small irregularities on the surface which made the walk unsafe. *Higgins v. Glen Falls*, 57 Hun (N. Y.), 594, 11 N. Y. S. 289.

Duty to repair exists although put out of repair by teams or wagons. *Munger v. Marshalltown*, 59 Ia. 763, 13 N. W. 642.

Sidewalk inequalities of six inches or more in the height of various portions of a sidewalk on a principal business street held not safe as a matter of law. *Hartford v. Graves*, 8 Kan. App. 677, 57 Pac. 133, following *Osage City v. Brown*, 27 Kan. 74.

15. *Seward v. Wilmington*, 2 Marv. (Del.) 189, 42 Atl. 451; *Platts v. Ottumwa*, 148 Ia. 636, 127 N. W. 990; *Lawrence v. Davis*, 8 Kan. App. 225, 55 Pac. 492.

Hole in flagging in sidewalk—liable. *Marvin v. New Bedford*, 158 Mass. 464, 33 N. E. 605.

Holes in sidewalk, ordinary care must be exercised to keep walk free from. *San Antonio v. Wildenstein*, 49 Tex. Civ. App. 514, 109 S. W. 231.

Missing boards: liable. *Lincoln v. Staley*, 32 Neb. 63, 48 N. W. 887.

16. Circular opening 2½ inches in diameter, in sidewalk, caused by absence of a glass disk, is actionable. *Upham v. Boston*, 187 Mass. 220, 72 N. E. 946.

17. *Henderson v. Reed*, 23 Ky. L. Rep. 463, 62 S. W. 1039.

18. Loose bricks, some three or four inches higher than others, some

end of sidewalk;¹⁹ *water box* under surface of walk;²⁰ rotten, broken or *unsound boards* in sidewalk;²¹ *loose planks*;²² *rotten stringers* under board walk;²³ *insufficient planks* across gutter;²⁴ *flagstones* projecting above other stones;²⁵ *cover* made partly of iron and partly of glass, worn smooth;²⁶ *tipping cover of coal hole* in sidewalk;²⁷ *partially invisible cracks* in flagstones;²⁸ *spike* two inches high;²⁹ *live electric wire* on walk.³⁰

Of course, a *depression* may be so deep and of such a nature as to be actionable.³¹ And it is no defense that the open-

standing edgeways, and some entirely gone. *Terre Haute v. Constans*, 26 Ind. App. 421, 59 N. E. 1078.

19. *Dunn v. Oelwein*, 140 Ia. 423, 118 N. W. 764.

20. *Water box*, top if it, being three inches under the surface of the walk, causing a depression, busy street—liable. *Denver v. Magivney*, 44 Colo. 157, 96 Pac. 1002.

Water shut-off box in sidewalk, if rendering the sidewalk unsafe, is actionable *although it was the usual contrivance* used in cities. *Redford v. Woburn*, 176 Mass. 520, 57 N. E. 1008.

21. *Bloomington v. Mueller*, 71 Ill. App. 268; *Chicago v. Chase*, 33 Ill. App. 551.

Board so unsound as to give way under the weight of a pedestrian. *Campbell v. Elkins*, 58 W. Va. 308, 52 S. E. 220.

Wooden sidewalk, cross planks missing and others loosened—actionable. *Robertson v. Jennings*, 128 La. 795, 55 So. 375.

22. *McKinney v. Brown* (Tex. Civ. App.), 81 S. W. 88.

23. *Illinois*. *Joliet v. Weston*, 22 Ill. App. 225, aff'd in 123 Ill. 641, 14 N. E. 665.

Missouri. *Williams v. Hannibal*, 94 Mo. App. 549, 68 S. W. 380.

Minnesota. *Burrows v. Lake Crystal*, 61 Minn. 357, 63 N. W. 745; *Hall v. Austin*, 73 Minn. 134, 75 N. W. 1121.

New York. *Walden v. Jamestown*, 80 N. Y. S. 65, 79 App. Div. 433.

Washington. *Billings v. Snohomish*, 51 Wash. 135, 98 Pac. 107.

24. One plank only across gutter intersecting sidewalk — negligence. *Weinhardt v. New Orleans*, 125 La. 351, 51 So. 286.

Planks across ditch, not made as

wide as the sidewalk, verdict for plaintiff sustained. *Gibbs v. Monett*, 163 Mo. App. 105, 145 S. W. 841.

25. Flagstone about two inches higher than adjoining stone. Toe caught in hole. City liable. *Moroney v. New York*, 97 N. Y. S. 642, aff'd without opinion in 190 N. Y. 560, 83 N. E. 1128.

26. *Cromarty v. Boston*, 127 Mass. 229, 34 Am. Rep. 381.

Iron gutter covering worn smooth. Liable. *Lyon v. Logansport*, 9 Ind. App. 21, 35 N. E. 128.

27. *L'Herault v. Minneapolis*, 69 Minn. 261, 72 N. W. 73.

28. *Burt v. Boston*, 122 Mass. 223.

29. *Wile v. Los Angeles Ice & Cold Storage Co.*, 2 Cal. App. 190, 83 Pac. 271.

30. *Kansas City v. Gilbert*, 65 Kan. 469, 70 Pac. 350 (that policeman moved wire so as to make it a conductor of a current is immaterial).

31. *Birmingham v. Starr*, 112 Ala. 98, 20 So. 424; *Bieber v. St. Paul*, 87 Minn. 35, 91 N. W. 20; *Corson v. New York*, 79 N. Y. S. 604, 78 App. Div. 481; *Kellow v. Scranton*, 195 Pa. 134, 45 Atl. 676.

Depressions may be actionable. "While we might not hold that a depression of a stone in a walk of only an inch and a quarter below its ordinary level at all places would require attention and repair by the city, or that the municipality would be liable in damages for permitting such a depression to continue after notice, where the probability of accident would not be apparent to those having charge of the duty to remedy the imperfection,—as in places where such walk is not extensively used by travelers,—yet it is reasonably conceivable that such a defect might

ing in a sidewalk was necessary to dispose of surface water.³²

§ 2786. Steps or abrupt slopes.

Sidewalks need not always be on a *level grade*. It is not negligence to construct them on a *slight incline*,³³ although an action lies by one injured thereby if the incline is so steep as to be dangerous.³⁴ So it is not negligence *per se* that a sidewalk slopes toward the street.³⁵

If *connecting sidewalks are of different height*, it is generally necessary to build an approach from the one walk to the other, consisting either of steps or a gradual incline;³⁶ and the municipality is ordinarily liable where there is an abrupt descent of considerable height at the junction of two sidewalks, and there are no steps,³⁷ or if the incline from the one to the other is so steep as to be dangerous.³⁸ But the mere existence of a descent or step in the sidewalks of a municipality is not an actionable defect.³⁹ Furthermore, it

in certain instances be the proximate cause of the injury. The depression of the hexagonal block occasioning this accident was upon a sidewalk very extensively traveled. It was below a raised step at the entrance of a store, over which patrons of both sexes were accustomed to pass. In doing so a person would naturally turn from the stream of travel outside, and be likely, in entering, to place one foot upon the defective part of the walk while transferring the other to the step above, which was the course pursued by plaintiff. Hence the accident which happened to her does not seem to us to be so improbable in the ordinary course of utilizing the walk by the public as to justify the city in entirely disregarding the sunken block which caused the injury to plaintiff. In other words, the characteristic use of the walk at this place indicated an unusual danger from the defect, and upon the ordinary relation of cause and effect might reasonably have been anticipated by the city and should have been remedied." *Bieber v. St. Paul*, 87 Minn. 35, 91 N. W. 20.

32. *Stone v. Seattle*, 33 Wash. 644, 74 Pac. 808.

33. Inclination of 3¾ inches in a distance of 2½ feet in a plank sidewalk in an 800 population village is not an actionable defect.

Schroth v. Prescott, 63 Wis. 652, 24 N. W. 405.

§ 2766, *ante*.

34. Slope of five feet within a distance of forty feet, with no cleats or hand rails. *Ford v. Des Moines*, 106 Ia. 94, 75 N. W. 630.

Slope of eighteen inches in six feet, where grade of street does not render such incline necessary, is actionable negligence. *White v. Trinidad*, 10 Colo. App. 327, 52 Pac. 214.

35. While a sidewalk may slope toward the street without being actionable negligence, yet this must be considered in determining whether leaving thereon earth which becomes slippery when wet, is negligence. *Milledge v. Kansas City*, 100 Mo. App. 490, 74 S. W. 892.

36. *Plainview v. Mendelson*, 65 Neb. 85, 90 N. W. 956.

37. *Blume v. New Orleans*, 104 La. 345, 29 So. 106 (five inches).

Six to nine inches difference in height of sidewalks at their intersection. *Tabor v. St. Paul*, 36 Minn. 188, 30 N. W. 765.

38. Connecting stone sloping six inches in about 3½ feet. *Clemence v. Auburn*, 66 N. Y. 334.

39. *Clark v. Chicago*, 5 Fed. Cas. No. 2,817.

Difference in level of connecting walks—joined by cement apron raising over an inch the level of the higher walk—not actionable. *Mc-*

is not actionable negligence that such walks are not exactly on the same level, and that there are no steps or incline, provided the difference is slight and there is no apparent danger.⁴⁰

§ 2787. Obstructions.

A municipality is ordinarily not liable in case of *slight, temporary or necessary* obstructions on the sidewalk.⁴¹ Thus, necessary obstructions, such as water hydrants, gas plugs, etc., where the cause of injuries, do not make the municipality liable,⁴² provided they are not negligently constructed or in an improper place.⁴³ Generally, the question whether an obstruction is such as to show negligence on the part of the municipality is a *question for the jury*.⁴⁴

Among the obstructions on a *sidewalk* which have been held actionable when injury resulted to a pedestrian therefrom

Intyre v. Kalamazoo, 154 Mich. 301, 117 N. W. 729.

Not negligence to connect walks of different height with steps with a suitable railing. *Hoyt v. Danbury*, 69 Conn. 341, 37 Atl. 1051.

40. At junctions of rectangular streets, sidewalks need not meet upon exactly the same level; and a few inches difference in height is not negligence per se. *Morgan v. Lewiston*, 91 Me. 566, 40 Atl. 545.

Surface of stone sidewalk, where it connected with dirt sidewalk, was about 2½ inches higher in the center and about 5 inches higher on the outer edge. The place was lighted and no one else had ever been injured there. Defect held too slight to be actionable. *Butler v. Oxford*, 186 N. Y. 444, 79 N. E. 712.

41. Right of abutter to encroach temporarily, §§ 1338-1340, *ante*, vol. 3.

Fences, gates and doors, rights of abutters, § 1352, *ante*, vol. 3.

Goods on sidewalk, rights of abutters, § 1335, *ante*, vol. 3.

Platforms over sidewalks, § 1361, *ante*, vol. 3.

Temporary obstructions on a sidewalk, such as paving blocks, put there by a contractor in improving the street, do not render the city liable, especially where not necessarily dangerous. *Hesselbach v. St. Louis*, 179 Mo. 505, 78 S. W. 1009.

42. *Bellevue v. Genoway*, 14 Ky. L. Rep. (abstract) 304.

43. See §§ 2767, 2781, *ante*.

44. *District of Columbia*. District

of *Columbia v. Boswell*. 6 App. (D. C.) 402.

Georgia. *Augusta v. Tharpe*, 113 Ga. 152, 38 S. E. 389 (wire along outer edge of sidewalk).

Michigan. *Wedderburn v. Detroit*, 144 Mich. 684, 108 N. W. 102 (flagstone 3½ inches thick, on sidewalk).

Missouri. *Perrigo v. St. Louis*, 185 Mo. 274, 84 S. W. 30 (cellar door); *Burnes v. St. Joseph*, 91 Mo. App. 489.

North Dakota. *Johnson v. Fargo*, 15 N. D. 525, 108 N. W. 243 (wire at outer edge of sidewalk).

Obstruction two inches high in sidewalk cannot be said, as a matter of law, not actionable. *Baxter v. Cedar Rapids*, 103 Ia. 599, 72 N. W. 790.

Large stone, unguarded, at edge of sidewalk, as an obstruction. *Vincennes v. Spees* (Ind. App.), 72 N. E. 531, rev'd on rehearing in 35 Ind. App. 389, 74 N. E. 277.

Iron cap on water pipe, the pipe being between the flagging and the curb, and about four inches above the ground. Verdict for plaintiff sustained. *Archer v. Mt. Vernon*, 67 N. Y. S. 1040, 57 App. Div. 32.

Top of sewer manhole, from four to six inches above sidewalk. Liability held question for jury. *Corr v. New York*, 106 N. Y. S. 280, 121 App. Div. 578.

Rope across sidewalk, obstruction as actionable held question for jury. *Arthur v. Charleston*, 46 W. Va. 88, 32 S. E. 1024.

are the following: plank two or three inches high;⁴⁵ heavy machine;⁴⁶ big box;⁴⁷ water plugs projecting above walk;⁴⁸ wooden peg, projecting above planks;⁴⁹ grade stake;⁵⁰ stump;⁵¹ pole;⁵² large billboard, weighing 140 pounds, not fastened in any way, with top resting on side wall and the foot on the sidewalk;⁵³ pile of flagstones;⁵⁴ wire netting;⁵⁵ discarded fruit rinds and decayed vegetables.⁵⁶

On the other hand, the following have been held not actionable: railing erected by abutter at outer edge of a sidewalk;⁵⁷ step close to building.⁵⁸

45. *Brown v. Ohio & M. R. Co.*, 138 Ind. 648, 37 N. E. 717; *Moriarty v. Lewiston*, 98 Me. 482, 57 Atl. 790.

Question for jury. "There is no doubt that this board constituted an obstruction to the sidewalk, but whether the obstruction so created was of such a character as to render the contractor and the city liable on the ground of negligence depends upon its character, location, and surroundings. If its character, location, and surroundings were of such a nature as to indicate to a person of ordinary prudence that the condition created by its presence was likely to produce or cause some injury to some one in the use of the sidewalk, then the plank described is to be regarded as a negligent obstruction of the sidewalk. Upon the trial of the case it was for the jury to say from a consideration of the evidence whether the plank in question was or was not a negligent or dangerous obstruction; but as a matter of pleading it is sufficient to allege that the board described was negligently placed and permitted to remain on the sidewalk. If the condition created by the presence of the board on the sidewalk was not of such a character as to indicate to a person of ordinary prudence that it was likely to cause injury to some one, then no negligence in connection therewith could be imputed to any one. The averment that appellants negligently permitted and allowed said board to remain upon the sidewalk amounts to a charge that it was left there under such circumstances and conditions as to render the sidewalk unsafe and dangerous for use." *Evansville v. Pifer* (Ind. App. 1912), 100 N. E. 110.

46. *McKee v. Peters*, 142 Mo. App. 286, 126 S. W. 255.

47. *Birmingham v. Tayloe*, 105 Ala. 170, 16 So. 576; *Galesburg v. Higley*, 61 Ill. 287.

48. Water plugs, one projecting 2¾ inches and the other 1¾ inches, above the sidewalk and near the center thereof, held actionable obstructions. *Parrish v. Huntington*, 57 W. Va. 286, 291, 50 S. E. 416.

49. *Rea v. Sioux City*, 127 Ia. 615, 103 N. W. 949.

50. Grade stake, four inches high, at edge of sidewalk, necessary for construction of sidewalk, was allowed to remain there after its necessary purpose had been accomplished. City liable where pedestrian stepped thereon. *Jones v. Dearing*, 94 Me. 165, 47 Atl. 140.

51. *Newport v. Miller*, 12 Ky. L. Rep. (abstract) 422.

52. *West v. Lynn*, 110 Mass. 514.

53. *Cason v. Ottumwa*, 102 Ia. 99, 71 N. W. 192.

54. Flagstones, three deep, and extending over eleven inches of a three foot walk, held negligence. *Graham v. New Rochelle*, 104 N. Y. S. 939, 120 App. Div. 414.

55. Wire netting three feet in height, across a newly constructed sidewalk, with no lights or other warnings to protect pedestrians. *Lasityr v. Olympia*, 61 Wash. 651, 112 Pac. 752.

56. *Archer v. Johnson City* (Tenn.), 64 S. W. 474.

Green vegetable matter, on sidewalk adjoining a market house, where the refuse has existed for months, is actionable where a pedestrian slips thereon. *O'Dwyer v. Northern Market Co.*, 24 App. (D. C.) 81, 88.

57. *Oliver v. Denver*, 13 Colo. App. 345, 57 Pac. 729.

58. Step 4½ inches high and 10½ inches wide, close up to the building

§ 2788. Excavations and openings.

For unguarded excavations in sidewalks,⁵⁹ and *ditches* across a walk,⁶⁰ where resulting in injury to a traveler, the municipality is liable, in a proper case, the same as in case of excavations or ditches in the driveway.⁶¹

Areaways, coal holes, and the like are generally proper constructions by abutters.⁶² When municipal liability for injuries to travelers resulting therefrom is in issue, the only questions which arise ordinarily are want of repair and failure to protect by railings or the like.⁶³ *Areaways with stairs, cellarways* with hinge door top or the like,⁶⁵ *light*

in front of which it was placed, and used as a means of access to it, not an actionable obstruction. *Richmond v. Lambert*, 111 Va. 174, 68 S. E. 276.

59. *McGrath v. Bloomer*, 73 Wis. 29, 40 N. W. 585.

Guards and warning, §§ 2795-2805, *post*.

Excavation in sidewalk, unguarded at night. City liable. *Walker v. Springfield*, 3 Ohio Dec. (reprint) 567.

60. Trench across walk. Not liable if ordinary care is used to protect public by sufficient barriers. *Bennett v. Everett*, 191 Mass. 364, 77 N. E. 886.

If there is no sidewalk, a ditch across the side of the highway in a sparsely settled locality, where a sidewalk might have been built, is not such an excavation as to make a city liable. *Sladelmann v. New York*, 110 N. Y. S. 682, 126 App. Div. 352.

61. § 2780, *ante*.

62. § 1343, *ante*, vol. 3.

63. Water meter box in sidewalk. Cover slid to one side when stepped on and pedestrian dropped into hole. Whatever defect there was was latent. City not liable. *Carvin v. St. Louis*, 151 Mo. 334, 52 S. W. 210.

64. Areaways in sidewalk must be protected regardless of whether there is ample room for pedestrians between the opening and the edge of the walk. *Denver v. Soloman*, 2 Colo. App. 534, 31 Pac. 507.

65. Cellar doors opening out on the sidewalk and frequently and negligently left open. Liable. *Chapman v. Macon*, 55 Ga. 566.

Cellarway at times left open without railing or guard—liable. *Earl v. Cedar Rapids*, 126 Ia. 361, 102 N. W.

140, 106 Am. St. Rep. 361, in which it is said: "Whether or not the city was negligent was a question of fact for the jury, depending, of course, upon the method of construction and use made of the premises, and the number of times the door has been left open and unguarded, and all other relevant facts and circumstances in the case."

Where a cellarway and doors in a sidewalk are maintained by authority of law, the municipality is liable for defects therein. *Lewiston v. Isaman*, 19 Idaho, 653, 115 Pac. 494.

Private cellarway, although unauthorized by law, so guarded as to be safe under ordinary circumstances. City not liable for unforeseen injury. *Smith v. Leavenworth*, 15 Kan. 81, 86.

Trapdoors. Where a trapdoor in a sidewalk was not in good repair, and it either sank with the weight of a pedestrian or someone beneath raised the other door without warning, the municipality is liable, the door being on a prominent street in constant use by pedestrians. *Connolly v. Spokane* (Wash. 1912), 126 Pac. 407.

Where the trap door on the side from which a pedestrian approached was down, and he walked over such door and into the opening caused by the other door being open and unguarded, the municipality is liable, although it does not appear how long the door had been open, where it was on a busy street. *Hayes v. Seattle*, 43 Wash. 500, 86 Pac. 852, 7 L. R. A. (N. S.) 424. This case appears to go to the extreme limit.

Where passageway to basement was protected by removable iron grating covered with boards, and the iron

areas,⁶⁶ and *coal holes*⁶⁷ are all proper, it is generally held, but must be constructed and kept in repair so as to be reasonably safe, and must be properly protected.⁶⁸ However, *areaways* with steps leading to a basement are sufficiently guarded by a rail parallel with the length of the walk.⁶⁹

§ 2789. Ice and snow.

Sidewalks in more or less dangerous condition for the use of pedestrians because of snow and ice thereon, resulting in personal injuries, are the subject of much litigation, and the tendency of the later decisions is to restrict liability more and more, except in clear cases, on the theory that the municipality is not an insurer against accidents. The rule is that a municipality is not bound, under all circumstances, to keep sidewalks free from ice;⁷⁰ and that the mere fact that a side-

work was such that the way could not be left insecure except by gross carelessness, city is not liable where stranger failed to properly replace the grating. *Littlefield v. Norwich*, 40 Conn. 406.

If an *unauthorized* opening is guarded only by a trap door necessarily opened at times, and the way is dangerous when the door is open, the municipality has been held liable, it seems, without regard to how long the door was open, whether previous accidents had occurred, and whether the municipality had any notice that the door was left open for any unreasonable time. *Smith v. Leavenworth*, 15 Kan. 81, 87.

66. Light areas must be guarded. *Lombard v. Chicago*, 15 Fed. Cas. No. 8,470, 4 Biss. 460; *Galesburg v. Higley*, 61 Ill. 287.

67. Coal vaults under sidewalks are common and lawful; and so are coal holes in the sidewalk, so that the municipality is not liable to one falling into such a hole while coal is being put in, where it had no notice the hole was uncovered. *Lafayette v. Blood*, 40 Ind. 62.

Coal hole propped open for several weeks, for ventilation. Liable. *Steg v. Milwaukee*, 110 Wis. 484, 86 N. W. 161.

Tipping of cover of coal hole. No prior injuries or complaints. Only negligence offered to be shown was that cover was sunk half an inch on one side and raised half an inch on the other, and a small piece was broken off the frame. City held not

liable. *Rushton v. Allegheny*, 192 Pa. 574, 44 Atl. 249.

68. A municipality is not guilty of any negligence, at least in most states, by permitting abutters to use the space under the sidewalk, with an opening thereto in the walk; but it is liable if it knowingly permits without objection for a long time the frequent and customary use of the hatchway in an entirely unguarded condition. *Whitley v. Oshkosh*, 106 Wis. 87, 81 N. W. 992.

69. It is not negligence to permit a stairway leading to a basement and next to and parallel with a building, where the entire length of it is protected by a substantial iron railing, although both ends are open with steps to the basement, where the place is lighted and there is six feet and a half width of sidewalk in addition the opening. *Edwards v. Raleigh*, 150 N. C. 276, 63 S. E. 1040.

Not negligence to maintain a basement stairway opening upon and extending into a street, although unprotected upon one side thereof. *Geary v. Chicago*, 161 Ill. App. 461.

§ 2804, *post*.

70. *Clark v. Chicago*, 5 Fed. Cas. 2,817.

Statutes and general rules, § 2770, *ante*.

No duty to keep sidewalks free from ice. "Upon such a state of facts, there can be no recovery against the city, unless it is the duty of such municipalities to keep their sidewalks clear of ice. In this climate such a thing would be a

walk is dangerous because of the presence of ice and snow is not sufficient to establish negligence on the part of the municipality, even though the snow and ice are not removed within a reasonable time.⁷¹ Moreover, *local climatic conditions* should always be considered in determining the liability for failure to remove snow and ice from a sidewalk.⁷²

There is no specific duty on the part of a municipality to *sand its sidewalks*,⁷³ and it is not negligence to fail to

physical impossibility, and an attempt to do it would involve an amount of expense that would bankrupt any city. No court has ever held that reasonable care required an attempt to do any such thing. An unbroken line of authorities hold that mere slipperiness of a sidewalk by either ice or snow is not a defect for which cities are liable; that their obligation to keep their streets in a safe condition does not extend to the removal of ice, which constitutes no other defect than slipperiness." Per Justice Mitchell in *Henkes v. Minneapolis*, 42 Minn. 530, 44 N. W. 1026.

Not required under all circumstances to keep streets free from ice and snow, but only when dangerous. *McEnaney v. Butte*, 43 Mont. 526, 117 Pac. 893.

Ice on a sidewalk does not necessarily establish that it is dangerous. *Evans v. Utica*, 69 N. Y. 166, 25 Am. Rep. 165.

Need not remove snow and ice immediately after a snowfall. *Foley v. New York*, 88 N. Y. S. 690, 95 App. Div. 374.

Footprints frozen in the ice on a sidewalk need not be removed. *Hyer v. Janesville*, 101 Wis. 371, 77 N. W. 729.

See article on "Law of Icy Sidewalks in New York State," by Loran L. Lewis, Jr., in 6 Yale Law J. 258, and see note on "Icy Sidewalks" in 27 Alb. Law J. 227, 261.

71. *Templin v. Boone*, 127 Ia. 91, 93, 102 N. W. 789.

"Snow and ice on sidewalks have been the occasion of many injuries to persons, and the law books are full of instances where the duty of a municipality in respect to such conditions has been discussed. Running through all the cases to which our attention has been called on this subject, we find the general proposition that ice or snow upon a sidewalk

or in a street is *not to be classed with dangerous obstructions*, such as a city is required to remove. It would be more accurate to say that it is a dangerous obstruction, but that it is excepted from the category of obstructions for which the city is liable upon the ground of the impracticability of requiring the city to remove it. There are for example, in this city, many hundred of miles of sidewalks upon which snow falls and ice forms when the weather suits, and immediately upon its fall the snow is beaten down by the feet of thousands walking over it. To some extent the sidewalks and streets may be and are cleared of such obstruction, but to remove it entirely or to a degree that would render it not dangerous is impracticable, and therefore not embraced in the law's reasonable requirements. There is another reason for making snow or ice on the sidewalks and in the streets an exception to that dangerous condition for which a city is liable; that is, when that condition exists generally it is obvious, and every one is on his guard. Any pedestrian on the sidewalk or traveler in the street is warned by all his surroundings that ice and snow abound, and consequently danger of slipping and falling is to be apprehended at every step. The law is reasonable in this, as in all things." *Reedy v. St. Louis Brewing Ass'n*, 161 Mo. 523, 61 S. W. 859.

72. *Scoville v. Salt Lake City*, 11 Utah, 60, 39 Pac. 481.

Failure to remove ice is not negligence where the severity of the weather, and the sudden and frequent changes, make it practically impossible. *Kleng v. Buffalo*, 25 N. Y. S. 445, 72 Hun, 541, *aff'd* in 156 N. Y. 700, 51 N. E. 1091.

73. *McGuinness v. Worcester*, 160 Mass. 272, 35 N. E. 1068.

remove ice caused by a sudden fall of temperature, nor to fail to compel citizens to sprinkle such ice with ashes or sand.⁷⁴ And it is settled, except in a few states where there are some decisions to the contrary,⁷⁵ that a municipality is not liable for injuries resulting merely from the *slippery condition* of a sidewalk, caused by *smooth* ice or snow or water;⁷⁶ and it is generally held that the rule of non-liability applies equally well where the ice or snow causing the slippery condition is due to *artificial instead of natural*

74. *Taylor v. Yonkers*, 105 N. Y. 202, 11 N. E. 642, 59 Am. Rep. 492.

75. *District of Columbia v. Frazer*, 21 App. (D. C.) 154, 159; *Baltimore v. Marriott*, 9 Md. 160, 66 Am. Dec. 326.

In Connecticut, it is held that a municipality which allows a sidewalk to remain dangerous after notice of its icy condition and an opportunity to remove it, is liable for injuries resulting from slipping thereon, although the ice is smooth, the court refusing to recognize the difference between rough and smooth ice which is recognized in most states. *Cloughessey v. Waterbury*, 51 Conn. 405, 50 Am. Rep. 38; *Dooley v. Meriden*, 44 Conn. 117, 26 Am. Rep. 433.

In Nebraska, it seems to have been held that if snow on sidewalks is not removed within a reasonable time the municipality is liable for injuries resulting therefrom. *Foxworthy v. Hastings*, 25 Neb. 133, 41 N. W. 132. This statement of law is too broad, measured by the prevailing rule, unless confined to injuries from rough ice which constitute obstructions dangerous to pedestrians using due care.

76. *Idaho*. *Wilson v. Idaho Falls*, 17 Idaho, 425, 105 Pac. 1057.

Illinois. *Chicago v. McGiven*, 78 Ill. 347; *East Dubuque v. Brugger*, 118 Ill. App. 421; *Chicago v. McDonald*, 111 Ill. App. 436; *Metzger v. Chicago*, 103 Ill. App. 605; *Aurora v. Parks*, 21 Ill. App. 459; *Gibson v. Johnson*, 4 Ill. App. 288.

Iowa. *Broburg v. Des Moines*, 63 Ia. 523, 19 N. W. 340, 50 Am. Rep. 756, limiting, in effect, *Collins v. Council Bluffs*, 32 Ia. 324, 7 Am. Rep. 200.

Kansas. *Evans v. Concordia*, 74 Kan. 70, 85 Pac. 813, 7 L. R. A. (N. S.) 933.

Maine. *Smyth v. Bangor*, 72 Me. 249.

Massachusetts. *Nason v. Boston*, 14 Allen (Mass.), 508; *Stanton v. Springfield*, 12 Allen (Mass.), 566; *Hutchins v. Boston*, 12 Allen (Mass.), 571, note; *Gilbert v. Roxbury*, 100 Mass. 185; *Stone v. Hubbardston*, 100 Mass. 49, 57; *Billings v. Worcester*, 102 Mass. 329, 3 Am. Rep. 460.

Minnesota. *Henkes v. Minneapolis*, 42 Minn. 530, 44 N. W. 1026.

New York. *Kinney v. Troy*, 108 N. Y. 567, 15 N. E. 728; *Ballard v. Hamburg*, 128 N. Y. S. 325, 143 App. Div. 719; *Cupp v. Elmira*, 110 N. Y. S. 742, 126 App. Div. 539; *Moran v. New York*, 90 N. Y. S. 596, 98 App. Div. 301.

North Carolina. *Cresler v. Asheville*, 134 N. C. 311, 46 S. E. 738.

Ohio. Snow and ice need not be removed. *Vandyke v. Cincinnati*, 1 Disn. (Ohio), 532.

Pennsylvania. *Fry v. Mercer*, 4 Pa. Co. Ct. Rep. 406.

Virginia. *Charlottesville v. Failes*, 103 Va. 53, 48 S. E. 511; *Lynchburg v. Wallace*, 95 Va. 640, 29 S. E. 675.

Washington. *Calder v. Walla Walla*, 6 Wash. 377, 33 Pac. 1054.

Wisconsin. *Keopke v. Milwaukee*, 112 Wis. 475, 88 N. W. 238; *Beaton v. Milwaukee*, 97 Wis. 416, 73 N. W. 53; *Grossenbach v. Milwaukee*, 65 Wis. 31, 26 N. W. 182, 56 Am. Rep. 614; *Cook v. Milwaukee*, 24 Wis. 270, 1 Am. Rep. 183.

Mere slipperiness produced by natural causes not actionable. *Griswold v. Camp*, 149 Wis. 399, 135 N. W. 754.

"None of the cases seem to go to the length that mere slipperiness, resulting wholly from natural causes, constitutes a defect." *Grossenbach v. Milwaukee*, 65 Wis. 31, 34, 26 N. W. 182, 56 Am. Rep. 614.

causes,⁷⁷ although some decisions tend to the contrary.⁷⁸

This rule as to non-liability for slippery sidewalks is subject to this exception: *If the danger from the snow or ice*

77. The fact that ice on a sidewalk was in part the result of an artificial cause and not wholly of natural causes such as the fall of rain or snow, is immaterial, since municipal liability must rest on some ground of fault or neglect on the part of its officers who have charge of the streets, and such fault or neglect is no more involved in removing ice formed by water from hose than ice formed by rain from the clouds. *Henkes v. Minneapolis*, 42 Minn. 530, 44 N. W. 1026.

Compare *Blake v. Lowell*, 143 Mass. 296, 9 N. E. 627; *Billings v. Worcester*, 102 Mass. 329, 3 Am. Rep. 460.

The fact that the water from which the ice was formed fell or came from an adjoining building, through eaves troughs or the like, is immaterial and does not render the municipality liable. *Gavett v. Jackson*, 109 Mich. 408, 67 N. W. 517, 32 L. R. A. 861 (Montgomery, J., dissenting).

Not liable though ice was formed by water dripping from a roof. *Kaveny v. Troy*, 108 N. Y. 571, 15 N. E. 726.

City may be liable although ice on sidewalk was caused by water dripping from the eaves of an adjoining building and freezing. *Miller v. Bradford*, 186 Pa. 164, 40 Atl. 409.

Hydrant on private property, water escaped therefrom and froze on sidewalk. Municipality held not liable unless it had notice of the ice and time to remedy the condition. *Cresler v. Asheville*, 134 N. C. 311, 46 S. E. 738.

Not negligence to allow water and melting snow to trickle across a sidewalk, in freezing weather where coming from a vacant lot elevated above the walk, although the contrary would be held if the water had come from a drain. *Kortlang v. Mt. Vernon*, 114 N. Y. S. 252, 129 App. Div. 535.

No defense that the water from which the ice formed flowed from an adjoining lot. *Keith v. Brockton*, 136 Mass. 119.

City not liable merely because ice on which plaintiff slipped was caused by pumping of water upon street by a fire engine, where the engine was being used for a lawful purpose. *Cook v. Milwaukee*, 27 Wis. 191.

Not liable though water comes from melting snow on a building. *Hausmann v. Madison*, 85 Wis. 187, 55 N. W. 167, 21 L. R. A. 263, 39 Am. St. Rep. 834.

78. *District of Columbia v. Frazer*, 21 App. (D. C.) 154, 159; *Muncie v. Hey*, 164 Ind. 570, 574, 74 N. E. 250.

If the ice is caused by a leak in the water pipe on the roof of an abutting building, and it is dangerous because smooth and slippery, and there is no other ice or snow on the streets, the municipality is liable for injuries resulting from defects therein, where a reasonable time has elapsed after notice of the defect. *Reedy v. St. Louis Brewing Ass'n*, 161 Mo. 523, 61 S. W. 859, 53 L. R. A. 805.

Where ice was caused from water discharged on the sidewalk by means of a defective conductor used to carry water from the roof of a building, and from a waste pipe, the municipality is liable on the ground that its own wrongdoing has contributed to the accumulation of the dangerous ice. *Scoville v. Salt Lake City*, 11 Utah, 60, 39 Pac. 481.

If the ice (1) was produced by artificial causes, (2) was dangerous to pedestrians, and (3) the municipality had notice thereof, actual or constructive, (4) in time to have removed the ice before the accident, the municipality is liable. *Hofacre v. Monticello*, 128 Ia. 239, 103 N. W. 488.

In New York, it was held that recovery was authorized where plaintiff slipped on snow and ice on a sidewalk where such snow and ice had fallen from time to time from the roof of a building standing near the sidewalk, and had been there for at least two weeks. *Pomfrey v. Saratoga Springs*, 104 N. Y. 459, 11 N. E. 43.

on the sidewalk was due to other negligence of the municipality, it is liable; and this exception is equally applicable where the non-liability for injuries resulting from snow and ice is based on other grounds. Thus, it may be that if the sidewalk had been properly constructed in the first place or had been kept in repair, the ice would not have formed, and if this be true and the municipality was negligent in regard to the construction or failure to repair, it is liable.⁷⁹ However, in such a case, it is necessary to show clearly the negligence in regard to the defect in the sidewalk,⁸⁰ and also that the injury would not have occurred merely because of the snow or ice, without regard

79. *Adams v. Chicopee*, 147 Mass. 440, 18 N. E. 231; *Ayres v. Hammondsport*, 7 N. Y. S. 174, 54 Hun, 635.

When a sidewalk is so constructed as to be, with the ice and snow that would ordinarily accumulate upon it in winter, unsafe to travel thereon with ordinary care, then it is defective. *Hill v. Fond du Lac*, 56 Wis. 248, 14 N. W. 25; *Stilling v. Thorp*, 54 Wis. 528, 537, 11 N. W. 906.

The rule that the municipality is not liable for the slippery condition of its sidewalks caused by the recent falling or freezing of rain or snow does not extend so far, however, as to protect the municipality from liability for injuries caused by slipping on ice on a sidewalk where it has accumulated by reason of a defect in the walk. *Holbert v. Philadelphia*, 221 Pa. 266, 271, 70 Atl. 746.

If the condition of the walk, independent of the ice, is a concurring cause of the accident, without which it would not have happened, the municipality is liable. *Taylor v. Yonkers*, 105 N. Y. 202, 11 N. E. 642, 59 Am. Rep. 492.

Where one slips on ice on a sidewalk, a recovery may be had, although the ice is smooth and not accumulated in ridges, if the sidewalk was defectively constructed so as to cause dangerous ice to be formed which would not otherwise form. *Hughes v. Lawrence*, 160 Mass. 474, 36 N. E. 485 (gutter extending across sidewalk).

Sloping walk. Generally if the slope of a sidewalk is built so abrupt as to make it dangerous in winter weather, in those states which have a real winter, the municipality is

liable. *Hodges v. Waterloo*, 109 Ia. 444, 80 N. W. 523.

Plan of construction. However, in those states where the municipality is not liable for negligence in the plan of construction, the fact that a sidewalk is slippery because of the plan of construction does not render the municipality liable. *Rehrey v. Newburgh*, 28 N. Y. S. 916, 78 Hun, 611.

In Michigan, however, it is held that "all inclined sidewalks become dangerous for pedestrians when covered with ice" and that if an incline is not unsafe in its original condition but is made unsafe solely by the accumulation of ice and snow, the municipality is not liable. *Wesley v. Detroit*, 117 Mich. 658, 76 N. W. 104 (Justice Moore dissenting). This case is not in accordance with the general trend of the decisions and it is submitted that it is not supported by the better reasoning.

80. Where the municipality has not been negligent in establishing a grade on a street with the sidewalk twelve inches higher than the street, so that where the sidewalk intersects another walk there is an abrupt drop of twelve inches, the mere fact of snow falling thereon and melting, and then freezing so as to make the intersection slippery, does not make the municipality liable. *McQueen v. Elkhart*, 14 Ind. App. 671, 43 N. E. 460.

Ice at crossing of two sidewalks, although not covered or guarded, is not negligence even where caused by a slight difference in the grades of the sidewalks. *Chamberlain v. Oshkosh*, 84 Wis. 289, 54 N. W. 618, 19 L. R. A. 513, 36 Am. St. Rep. 928.

to the defect in the sidewalk.⁸¹ Furthermore, the municipality is liable where the cause of the ice being upon the sidewalk is not the fall of snow or rain and subsequent freezing but results from *water coming onto the sidewalk through the negligence of the municipality*,⁸² as where the cause is *failure to clean out a gutter*,⁸³ or allowing a broken gutter stone to obstruct the flow of water along a gutter,⁸⁴ or allowing a *leaky hydrant* to exist,⁸⁵ or the *neglect to construct and maintain drains* to carry off the water.⁸⁶

The municipality is liable where ice or snow has formed *in drifts or ridges*, in a rough or uneven condition, so as to *constitute an obstruction*.⁸⁷ This qualification of the rule

81. Where plaintiff fell upon new ice lying on a sloping sidewalk, the slope of the walk could not be held a concurring cause, since mere guess and speculation that he would not have fallen if the new ice had spread over a level. *Ayres v. Hammondsport*, 130 N. Y. 665, 29 N. E. 265, rev'g 7 N. Y. S. 174, and following *Taylor v. Yonkers*, 105 N. Y. 202, 11 N. E. 642.

82. If there is other negligence in connection with the sidewalk, the municipality is liable. *Walsh v. New York*, 96 N. Y. S. 540, 109 App. Div. 541; *Conklin v. Elmira*, 42 N. Y. S. 518, 11 App. Div. 402 (tree roots covered with ice and snow).

83. *Gaylord v. New Britian*, 58 Conn. 398, 20 Atl. 365, 8 L. R. A. 752.

84. *Gillrie v. Lockport*, 122 N. Y. 403, 25 N. E. 357.

85. *Walsh v. New York*, 96 N. Y. S. 540, 109 App. Div. 541; *Corbett v. Troy*, 6 N. Y. S. 381, 53 Hun, 228.

Liable where cause was leaking water main in street, it having sprung a leak some months previous. *Bellevue v. England* (Ky.), 118 S. W. 994.

86. *Woolsey v. Ellenville*, 15 N. Y. S. 647, 61 Hun, 136; *Holbert v. Philadelphia*, 221 Pa. 266, 271, 70 Atl. 746.

87. *Illinois*. *Mereck v. Chicago*, 89 Ill. App. 358; *Virginia v. Plummer*, 65 Ill. App. 419.

Iowa. *Tobin v. Waterloo*, 131 Ia. 75, 107 N. W. 1031; *Hodges v. Waterloo*, 109 Ia. 444, 80 N. W. 523; *Templin v. Boone*, 127 Ia. 91, 102 N. W. 789; *Huston v. Council Bluffs*, 6 McQ. 23

101 Ia. 33, 69 N. W. 1130, 36 L. R. A. 211.

Massachusetts. *McAuley v. Boston*, 113 Mass. 503; *Hutchins v. Boston*, 97 Mass. 272, note.

Missouri. *Reno v. St. Joseph*, 169 Mo. 642, 70 S. W. 123; *Barr v. Fairfax*, 156 Mo. App. 295, 137 S. W. 631 (quantity of ice held immaterial); *Canterbury v. Kansas City*, 149 Mo. App. 520, 131 S. W. 120; *Quarles v. Kansas City*, 138 Mo. App. 45, 119 S. W. 1019.

Montana. *Townsend v. Butte*, 41 Mont. 410, 109 Pac. 969 (slanting surface from outside of walk to inside).

New York. *Keane v. Waterford*, 130 N. Y. 188, 29 N. E. 130.

North Dakota. *Jackson v. Grand Forks* (N. D. 1913), 140 N. W. 718 (where it is said: "The liability should be based upon negligence and upon what is reasonable under the circumstances, paying attention to the climatic conditions. What would be reasonable, for instance, in Southern Illinois might not be reasonable in North Dakota or Montana").

Pennsylvania. *Wyman v. Philadelphia*, 175 Pa. 117, 34 Atl. 621.

Washington. *Bull v. Spokane*, 46 Wash. 237, 89 Pac. 555.

Wisconsin. *Salzer v. Milwaukee*, 97 Wis. 471, 73 N. W. 20. Compare *Dapper v. Milwaukee*, 107 Wis. 88, 82 N. W. 725.

Compare *Cloughessey v. Waterbury*, 51 Conn. 405, 50 Am. Rep. 38.

"It is well settled that the mere fact that snow and ice were on the sidewalk and it was dangerous does not render the city liable. It is only when the ice or snow is suffered to remain upon the sidewalk until,

is well settled but it is difficult to see any good reason for this distinction between smooth ice and ice formed in ridges. If the former is dangerous, and has existed for such a length of time as to impute notice to the municipality, ordinary care, it would seem, would require the removal of such ice or at least the sprinkling of sand or ashes thereon. The danger from smooth ice is often greater than that resulting from ice in ridges, and the municipality may protect travelers from injuries from the former as easily as from the latter.

Under this rule as to ice in ridges, a municipality is liable where the real cause of the injury was ridges of ice, although augmented by a recent fall of snow for which the municipality was not liable, making the walk slippery.⁸⁸ However, no precise limit can be established to determine

by tramping of pedestrians, freezing and thawing or other cause, the surface has become rough, rigid, rounded or slanting so that a person, in the exercise of ordinary care, can not pass over it without danger of falling, that the defect is such as to render the city liable." *Dempsey v. Dubuque*, 150 Ia. 260, 132 N. W. 758.

"It is well settled by the authorities that mere slipperiness of streets and sidewalks, caused by an accumulation of ice and snow, creates no liability for injuries to persons in consequence of that condition. It is equally well settled that, where ice and snow are permitted to accumulate and remain upon the streets and walks to such an extent and for such a time that slippery and dangerous ridges, irregularities, and depressions are formed therein from travel or other causes, thus rendering travel thereon unsafe, the municipality may be liable, if that condition is brought about by its neglect. *Smith v. Cloquet* (Minn. 1912), 139 N. W. 141.

Snow and ice frozen in a ridge on walk—dangerous to pedestrians, remaining long enough for city to know of conditions and remove danger—city liable. *Barker v. Jefferson*, 155 Mo. App. 390, 137 S. W. 10.

Liable where snow or ice so *uneven or rounded* as to render it dangerous to persons using due care. *Luther v. Worcester*, 97 Mass. 268.

Must be removed within reason-

able time. *Koch v. Ashland*, 88 Wis. 603, 60 N. W. 990.

Must be not only rough and uneven but also an obstruction rendering the walk unsafe for travelers. *Quinlan v. Kansas City*, 104 Mo. App. 616, 78 S. W. 660.

In Ohio, however, it would seem that a municipality is not liable, in any event, for injuries received from falling on an icy sidewalk, unless there is a structural defect in the walk or the municipality has in some way caused or contributed to accumulation of the ice. *Norwalk v. Tuttle*, 73 Ohio St. 242, 76 N. E. 617.

88. *Kopper v. Yonkers*, 97 N. Y. S. 425, 110 App. Div. 747, *aff'd* without opinion in 188 N. Y. 592, 81 N. E. 1168, and *dist'g Taylor v. Yonkers*, 105 N. Y. 202, 11 N. E. 642; *Piper v. Spokane*, 22 Wash. 147, 60 Pac. 138.

Where snow not removed and it melted somewhat and was worn into ruts and ridges, and a later storm covered such ruts and ridges with ice, city was liable. *Larson v. New York*, 130 N. Y. S. 257, 145 App. Div. 619.

In other words, if "the accident would not have happened but for the previous rough, uneven, and rounded condition of the walk, due to the presence of ice and snow thereon, then the city may be liable, although there is another irresponsible condition concurring with defendant's fault in producing the injury." *Templin v. Boone*, 127 Ia. 91, 93, 102 N. W. 789.

what height and extent an icy ridge must reach, in order to be actionable as a defect;⁸⁹ but there is some merit in the suggestion that, under this rule, the ice, in order to constitute a defect must, while adhering to the walk, assume a form which would be a structural defect if the walk was itself so constructed.⁹⁰

d. *Crosswalks.*

§ 2790. Crosswalks compared with sidewalks.

A crosswalk is separate and distinct from a sidewalk. And the term "crosswalk," as used in a statute making municipalities liable for defects in highways, streets, "crosswalks," etc., has been held not to include sidewalks.⁹¹ Crosswalks extend the whole distance between the extended boundary lines of intersecting streets, where they meet the sidewalks,⁹² and the duty to use ordinary care to keep the streets safe includes crosswalks.⁹³

§ 2791. What defects actionable in general.

Just what defects or obstructions in crosswalks amount to negligence of the municipality it is impossible to state.⁹⁴ Generally, where the streets are paved, there is an abrupt rise of a few inches on stepping from the curb to the pavement, or a slanting walk is laid from the curb to the pavement, and then the pavement stepped on in crossing the street is in no way distinguished or laid off from the rest of the pavement. In smaller municipalities, and in the suburban portions of larger municipalities, where the streets are not paved, planks or flagstones are often laid across the street for a crosswalk.

89. *Street v. Holyoke*, 105 Mass. 82, 7 Am. Rep. 500.

City not liable for injuries from slipping on icy sidewalk caused by snow plow leaving ridge in center of walk, as it must do after snow has been tramped down more or less, and such ridge becoming icy by water dropping on it from an adjacent building. *Jefferson v. Sault Ste. Marie*, 165 Mich. 172, 130 N. W. 610, reviewing all snow and ice decisions in Michigan.

Two inch hummock is not a ridge. *Hatch v. Elmira*, 126 N. Y. S. 863, 142 App. Div. 174.

90. See criticism of this rule in *Cloughessey v. Waterbury*, 51 Conn.

405, 413, 50 Am. Rep. 38, which rejects the "rough ice" rule.

91. *Pequignot v. Detroit*, 16 Fed. 211.

92. *O'Neil v. Detroit*, 50 Mich. 133, 15 N. W. 48.

93. § 2747, *ante*.

94. Crosswalks held sufficient. *Gallagher v. Tipton*, 133 Mo. App. 557, 113 S. W. 674.

Crosswalk over alley held sufficient. *Snyder v. Superior*, 146 Wis. 671, 132 N. W. 541.

Loose stone projecting two inches above the level in space filled with pieces of stone between two parallel paths of flagstones. City not liable. *Richmond v. Schonberger*, 111 Va. 168, 68 S. E. 284.

The following defects, in particular cases, have been held not actionable: *slippery approach* from pavement to sidewalk;⁹⁵ mud on crossings;⁹⁶ boards at crossing over unpaved streets, to avoid mud;⁹⁷ loose plank incline.⁹⁸

§ 2792. Same—defects in construction.

Where crosswalks are constructed, they should be built in such a way as not to be dangerous to pedestrians or others.⁹⁹ For instance, it is negligence to construct a walk so steep in any part as to be dangerous, although a *slight grade* is not negligence,¹ and crosswalks may be placed on more or less of a slant where, because of the topography of the place, it would be impossible to construct them in any other way.² So the walk must be *firm and secure* or at least not so insecure that danger can be apprehended therefrom.³ However a step from the sidewalk to the street crossing is

95. Concrete construction about six feet long, sloping from the top of the curb to the pavement, the sloping surface being about 18 inches wide and not over six inches high at any point. Plaintiff slipped on it. City is held not liable. *Stratton v. New York*, 190 N. Y. 294, 83 N. E. 40, rev'g 103 N. Y. S. 358, 117 App. Div. 887.

96. *Yeager v. Bluefield*, 40 W. Va. 484, 2 S. E. 752.

97. *McConway v. Philadelphia*, 209 Pa. 236, 58 Atl. 358.

98. Plank a foot wide and sixteen to twenty feet long which rested loosely at one end upon the wall of a sidewalk about four feet high, placed there by some third person, was used while the street was being improved. Plank rocked with pedestrian and threw him off. City was held not liable on the ground of contributory negligence. *Rome v. Baker*, 107 Ga. 347, 33 S. E. 406.

99. Crosswalk held not negligently constructed because ends of plank bevelled where they meet street car rails. *Bigelow v. Kalamazoo*, 97 Mich. 121, 56 N. W. 339.

Crosswalk held not unsafe because of very wide aprons, where width of top part was ample to accommodate pedestrians. *Fairgrieve v. Moberly*, 39 Mo. App. 31.

Crosswalk consisting of two inch planks over sidewalk, the ends of the planks being raised two inches above the walk, is reasonably safe.

Yotter v. Detroit, 107 Mich. 4, 64 N. W. 743.

Plank crossing raised fourteen inches above sidewalk level is a dangerous obstruction. *Indianapolis v. Mitchell*, 27 Ind. App. 589, 61 N. E. 947.

1. Slight slope to stone leading across a gutter from the sidewalk into the street—city not liable. *Cook v. Milwaukee*, 27 Wis. 191.

Not liable because crosswalk is a few inches higher, near intersection with sidewalk, than at another point. *Shippey v. Au Sable*, 65 Mich. 494, 32 N. W. 741.

Slight ascent of one inch or so to the foot, in a crosswalk, or a gutter crossing a street, not a defect. *Baker v. Madison*, 56 Wis. 374, 14 N. W. 289.

Approach from street to sidewalk, at a slope of one foot in seven, is not negligence *per se*. *Lush v. Parkersburg*, 127 Ia. 701, 104 N. W. 336.

Apron with slope of 1¾ inches to the foot from the curb into the street is not defective *per se* although without cleats or railings. *Morrison v. Madison*, 96 Wis. 452, 71 N. W. 882. To same effect, *Depere v. Hibbard*, 104 Wis. 666, 80 N. W. 933.

2. *Smith v. Yankton*, 23 S. D. 352, 121 N. W. 848.

3. But loose plank in, and raising the end two inches above the level of the walk—not liable. *Weisse v. Detroit*, 105 Mich. 482, 63 N. W. 423.

not a defect,⁴ and an *open gutter* between the end of the crosswalk and the sidewalk is not necessarily negligence.⁵

§ 2793. Holes and excavations.

If there are holes or excavations under or close to a crosswalk, it is the duty of the municipality to use ordinary care to protect travelers from injury therefrom.⁶

§ 2794. Snow and ice.

The duty of a municipality in regard to snow and ice on sidewalks does not apply to the same extent to *crosswalks*.⁷ "In a municipality, particularly a village, where it is not required by charter that snow and ice be removed

4. *Miller v. St. Paul*, 38 Minn. 134, 36 N. W. 271.

§ 2786, *ante*.

Eight inch step at intersection of crosswalk and sidewalk not actionable. *Gilliland v. Omaha*, 89 Neb. 668, 131 N. W. 1055.

5. Open gutter eight inches wide and six inches deep, between sidewalk and street crossing, is not actionable negligence. *Wright v. Lancaster*, 203 Pa. 276, 52 Atl. 245.

Maintaining open gutters of suitable size, at street crossings, is not negligence, where a common and approved method of construction. *Canavan v. Oil City*, 183 Pa. 611, 38 Atl. 1096.

6. Crosswalk torn up—liable. *Alexander v. Big Rapids*, 76 Mich. 282, 42 N. W. 1071.

Where excavations for a new pavement were being made, and in the center a new railway track had been laid, and over it a temporary crosswalk had been constructed from curb to curb, the municipality is liable where the crosswalk was unsafe and a pedestrian was injured by the tipping of a loose board. *Barker v. Kalamazoo*, 146 Mich. 257, 109 N. W. 427.

7. "There is a difference in the duty of a municipality regarding the care of sidewalks, used wholly by pedestrians, and crosswalks or places where people cross over streets which are used in winter with teams attached to sleighs. Where a street in a village is traveled by the public with sleighs in the usual way when there is an accumulation of snow thereon, particularly in streets without specially formed crosswalks, the

removal of all snow and ice at every crossing would materially interfere with the convenient and practical use of the street for trucking and driving. Even if the entire removal of snow from a crosswalk is desirable for its use by pedestrians, the ordinary travel upon a street necessarily carries more or less snow upon the crosswalk and when it thaws and freezes with the varying temperature it would be quite impossible, except by continuous effort, to keep crosswalks or crossings wholly free from snow and ice. We repeat that the obligation resting upon a municipality to keep its sidewalks free from snow and ice does not, in the absence of express provision of statute, apply to the same extent to a crosswalk or crossing on a public street." *Dupont v. Port Chester*, 204 N. Y. 351, 97 N. E. 735.

Statutes and general rules, § 2770, *ante*.

See also *Brennan v. New York*, 114 N. Y. S. 578, 130 App. Div. 267; *Comstock v. Schuylerville*, 124 N. Y. S. 92, 139 App. Div. 378; *Smith v. Yankton*, 23 S. D. 352, 121 N. W. 848.

Where there was a break between the end of the crosswalk and the sidewalk of about 10½ inches over a gutter, and pedestrians were required to step over the gutter to reach the sidewalk, the city was not liable where one stepped into the gutter under the belief that it was frozen over, on the ground that there was no negligence in allowing the gutter to fill up with snow, ice, water, etc., not solid enough to hold up people. *O'Connor v. Dunkirk*, 128 N. Y. S. 358, 143 App. Div. 696.

from the entire street, the duty as to crosswalks and crossings is performed when they are kept free from dangerous formations or obstacles. A temporary condition, caused by storms, that, for the time being, cover the roadway with snow from curb to curb, does not of itself create a dangerous condition of the street, and if it is left to facilitate the use of the street for driving or otherwise it is not negligence on the part of the municipality, unless there is something in the way in which the snow is left, or the form which it subsequently takes, as to thereby create an incumbrance, obstruction, or special danger."⁸ *Mere slipperiness* of the walk does not make the municipality liable,⁹ nor does *small ridges* of ice in the walk.¹⁰ In no event need the walk be cleared of ice and snow at once,¹¹ and the municipality is

8. *Dupont v. Port Chester*, 204 N. Y. 351, 97 N. E. 735.

Failure to remove snow from crosswalks, where such removal would make streets practically impassable—not liable. *O'Shaughnessey v. Middleport*, 86 N. Y. S. 944, 93 App. Div. 93.

9. *Mauchchunk v. Kline*, 100 Pa. 119, 45 Am. Rep. 364; *Depere v. Hibbard*, 104 Wis. 666, 80 N. W. 933.

Not liable where snow is thrown each side of crosswalk, and pedestrian slipped in stepping on a bank of snow to avoid a pool of water resulting from the melting snow. *Lichtenstein v. New York*, 159 N. Y. 500, 54 N. E. 67, rev'g 51 N. Y. S. 642, 29 App. Div. 542.

No liability where pedestrian slipped on smooth ice filling a slight depression in the walk. *Chamberlain v. Oshkosh*, 84 Wis. 289, 54 N. W. 618, 19 L. R. A. 513, 36 Am. St. Rep. 928.

Not liable where snow and water stood in street up to the level of the sidewalk, and plaintiff stepped off the corner of the sidewalk, mistaking the water for concrete, slipped on an iron plate and fell. *Spillane v. Fitchburg*, 177 Mass. 87, 58 N. E. 176, 83 Am. St. Rep. 262, in which Chief Justice Holmes says: "The possibility of there being too much snow and water in the streets for a few days in the winter time is like the possibility of smooth ice, an incident of the climate which it would be unreasonable to require the city to guard against except under circum-

stances of greater danger than the present."

10. Small ridge of ice formed by trampling of snow and freezing—city not liable. *McKellar v. Detroit*, 57 Mich. 158, 23 N. W. 621, 58 Am. Rep. 357, followed in *Rolf v. Greenville*, 102 Mich. 544, 61 N. W. 3, in which latter case, however, the ridge was in the center of the sidewalk.

"Upon a crosswalk, * * * lumps and ridges are necessarily formed, which will harden when frozen, and for which the municipality will not be responsible. * * * The difficulties of keeping clear of ice a crosswalk at the foot of a steep descent is a factor which the jury might well consider." *Comstock v. Schuylerville*, 124 N. Y. S. 92, 139 App. Div. 378.

Michigan statute does not include liability for ridges in crosswalks. *McKellar v. Detroit*, 57 Mich. 158, 23 N. W. 621, 58 Am. Rep. 357.

11. Crosswalks need not be cleared of ice and snow at once. *Brennan v. New York*, 103 N. Y. S. 266, 117 App. Div. 849.

Failure to remove snow and ice within four days, it being frozen fast, not negligence. *Staley v. New York*, 56 N. Y. S. 237, 37 App. Div. 598.

But if waterworks company floods the streets, the municipality is liable for allowing the ice to remain longer than a reasonable time. *Waltmeyer v. Kansas City*, 71 Mo. App. 354,

not liable where the defect or obstruction has not existed a sufficient time to impute notice to it, in the absence of actual notice.¹²

7. DUTY TO GUARD AND WARN AGAINST DANGER.

§ 2795. General rule.

Given a condition in or close to a street, such as to be dangerous to travelers thereon, the municipality becomes burdened with a certain duty, provided, if notice is necessary,¹³ it has notice, or ought to have had notice, thereof; and this is so even though the cause of the danger is lawful or the dangerous condition was wholly the act of a third person. This duty is to *warn* travelers of the danger so that they may turn back, pass around, or proceed with eyes open and watching for danger. In addition to the duty to repair, the duty of a municipality to use ordinary care to keep its streets in condition for use includes the duty¹⁴ where there are *dangerous obstructions, declivities, or excavations* in or near the street, whether created by the municipality itself or by third persons, where it has notice thereof or notice is unnecessary, to take proper precautions to guard against accidents by the use of railings, barriers, lights or the like, especially at night.¹⁵ But fences or barriers need not be

12. Not liable—hard or packed ice and snow, not there long enough to impute notice to the city. *Brennan v. New York*, 114 N. Y. S. 578, 130 App. Div. 267.

13. §§ 2807, 2809, *ante*.

14. The absence of a railing, where the public travel is endangered by the want of it, constitutes a defect in the highway. *Beardsley v. Hartford*, 50 Conn. 529, 538, 47 Am. Rep. 677.

Statutory duty, in Michigan not limited to repairs. *Joslyn v. Detroit*, 74 Mich. 458, 42 N. W. 50.

15. *Illinois*. *Chicago v. Brophy*, 79 Ill. 277; *La Salle v. Evans*, 111 Ill. App. 69; *Salem v. Webster*, 95 Ill. App. 120; *Canton v. Dewey*, 71 Ill. App. 346; *Mt. Carmel v. Guthridge*, 52 Ill. App. 632; *Aurora v. Seidelman*, 34 Ill. App. 285.

Kansas. *Kansas City v. McDonald*, 60 Kan. 481, 57 Pac. 123, 45 L. R. A. 429.

Kentucky. *Louisville v. Keher*, 117 Ky. 841, 79 S. W. 270; *Covington v. Bryant*, 7 Bush (Ky.), 248.

Maine. *Kimball v. Bath*, 38 Me. 219, 61 Am. Dec. 243.

Massachusetts. *Igo v. Cambridge*, 208 Mass. 571, 575, 95 N. E. 557; *Winship v. Boston*, 201 Mass. 273, 87 N. E. 600; *Torphy v. Fall River*, 188 Mass. 310, 74 N. E. 465; *Hyde v. Boston*, 186 Mass. 115, 71 N. E. 118; *Fox v. Chelsea*, 171 Mass. 297, 50 N. E. 622; *Prentiss v. Boston*, 112 Mass. 43.

New York. *Andrews v. Elmira*, 113 N. Y. S. 711, 128 App. Div. 699.

North Carolina. *Revis v. Raleigh*, 150 N. C. 348, 63 S. E. 1049.

Oklahoma. *Guthrie v. Swan*, 3 Okla. 116, 41 Pac. 84.

West Virginia. *Wilson v. Wheeling*, 19 W. Va. 323, 42 Am. Rep. 780.

Wisconsin. *Milwaukee v. Davis*, 6 Wis. 377.

United States. *Central Union Tel. Co. v. Conneaut*, 167 Fed. 274.

See also *Wallace v. New Haven*, 82 Conn. 527, 74 Atl. 886; *Blakeslee v. Geneva*, 69 N. Y. S. 1122, 61 App. Div. 42.

Guards and warnings. Existence

erected merely because a traveler *may* meet with an accident.¹⁶ They are necessary only when required to make the street reasonably safe for travelers who are themselves exercising ordinary care,¹⁷ and are not necessary in a part of a street not prepared for use.¹⁸ If the dangerous place is outside the limits of the street, the true test as to the necessity of a barrier is not the distance from the street of the dangerous object or place, but whether a traveler in passing along the street and exercising ordinary care would be

of dangerous obstruction, unguarded by any signal light or other warning, is negligence *per se*. *Stanton v. Parkersburg*, 66 W. Va. 393, 66 S. E. 514.

Must guard pit in street. *Montgomery v. Bradley & Edwards*, 159 Ala. 230, 48 So. 809.

Duty applies to that portion of the street occupied by street railway tracks. *Hyde v. Boston*, 186 Mass. 115, 71 N. E. 118.

Building in street. Municipality liable where no lights or danger signals. *Hayes v. West Bay City*, 91 Mich. 418, 51 N. W. 1067.

16. *Logan v. New Bedford*, 157 Mass. 534, 32 N. E. 910.

"It is not the *possibility*, however, that a traveler may get hurt if there is no railing or barrier that settles the question as to whether one should be put up, but whether one is required for the reasonable security of the public. * * * And that again depends on whether the danger to be guarded against is of such an unusual character as to expose the traveler to unusual hazard unless a railing or barrier is put up." *Richardson v. Boston*, 156 Mass. 145, 30 N. E. 478, holding archway in front of wall of brick block which was built up to and formed the line of the highway, need not be protected by railing.

"The danger which requires a railing must be of an unusual character, such as bridges, declivities, excavations, steep banks, or deep water. Spaces adjoining roads, streets and sidewalks, and unsuitable for travel, are often left open in both country and city; and a town or city is not bound to fence against them, unless their condition is such as to expose travelers to unusual hazard." *Damon*

v. Boston, 149 Mass. 147, 21 N. E. 235.

17. *Enders v. Chicago*, 147 Ill. App. 406.

Guards held not necessary where open space is left within the angle at the junction of a street corner of a wide and a narrow sidewalk, elevated several feet. *Bohl v. Dell Rapids*, 15 S. D. 619, 625, 91 N. W. 315.

Protection of children. "The obligation of municipal corporations to erect barriers around areas adjoining or extending into its sidewalks or highways grows out of the duty which rests upon municipal corporations to maintain their streets and sidewalks in safe condition for those who may be rightfully using them, whether they be grown persons or children, but this duty cannot be held to extend to the protection of children against every sudden freak that may possess them. Corporations have indeed been held, in some instances, liable for a failure to adopt suitable precautions and safeguards to *protect children* against turn-tables and dangerous machines which they have permitted to remain sufficiently near their streets and sidewalks to allure and entice children into using them to their hurt; but no case, as far as we are aware, has gone to the extent of holding a municipal corporation liable in damages to a child who had left the street or highway, and suffered an injury as a consequence of his having climbed upon a structure entirely without its traveled limits, and fallen therefrom." *Clarke v. Richmond*, 83 Va. 355, 5 S. E. 369, 5 Am. St. Rep. 281, and see § 2834, *post*.

18. *Herndon v. Salt Lake City*, 34 Utah, 65, 95 Pac. 646.

subjected to such imminent danger that it would require a barrier to make the street safe.¹⁹

Barriers are not necessary to mark or *define the limits of a street*,²⁰ although they may be necessary where a street is maintained on two levels, divided by an abrupt declivity.²¹ Likewise, since the object of a barrier is to give warning of a danger in using the street, it is not necessary where the condition of the street itself is a danger signal;²² and if an excavation in a street is plainly visible, guards are not necessary in the daytime.²³ So hydrants properly located need not be fenced in.²⁴

This duty exists without regard to whether the defect is a *nuisance*,²⁵ although the necessity for guards is generally a *question for the jury*.²⁶

In this class of cases, the theory generally is that the obstruction, embankment, excavation, or the like is lawful and that there is no negligence on the part of the municipality merely because of the existence thereof, but that the negligence consists wholly in the failure to protect or warn travelers of the danger resulting therefrom.

§ 2796. Same—dangers created by third persons.

This duty to guard, so as to warn of danger, exists although the obstruction or excavation is the act of a third

19. *Mineral City v. Gilbow*, 81 Ohio St. 263, 277, 90 N. E. 800.

§ 2774, *ante*.

20. *Herndon v. Salt Lake City*, 34 Utah, 65, 95 Pac. 646.

Even though there is nothing to mark the line of the highway, a railing need not be constructed at the side of the street where the ground is level, merely because of slippery ice outside the street limits. *Damon v. Boston*, 149 Mass. 147, 21 N. E. 235.

Municipality is not bound to erect barriers or railings to prevent travelers from straying from the highway, although there is a dangerous place, at some distance from the highway, which they may reach by so straying. *Puffer v. Orange*, 122 Mass. 389, followed in *Daily v. Worcester*, 131 Mass. 452.

Municipalities "are not required to fence their roads for the purpose of keeping travelers out of all private grounds that are unfit for public travel. The lack of a visible

boundary of a highway, and the existence of an unsafe private path in the general direction of the public travel, are not the test of the duty of a town to maintain a railing in a public way." *Knowlton v. Pittsfield*, 62 N. H. 535.

21. *Herndon v. Salt Lake City*, 34 Utah, 65, 95 Pac. 646.

22. *Compton v. Revere*, 179 Mass. 413, 60 N. E. 931; *O'Rourke v. Monroe*, 98 Mich. 520, 522, 57 N. W. 738.

If piles of dirt are on each side of the trenches, and there is a driveway of seven or eight feet between the piles, no guards or barriers are necessary. *Swart v. District of Columbia*, 17 App. (D. C.) 407.

23. *Rock Island v. Gingles*, 217 Ill. 185, 75 N. E. 468.

24. *Vincennes v. Thuis*, 28 Ind. App. 523, 63 N. E. 315.

25. *Garnetz v. Carroll*, 136 Ia. 569, 114 N. W. 57.

26. *Newcastle v. Grubbs*, 171 Ind. 482, 86 N. E. 757.

person,²⁷ such as an abutter,²⁸ or independent contractor,²⁹ although if done without the permission of the municipality notice of the obstruction or excavation must first be brought home to the municipality,³⁰ while if the municipality has licensed the obstruction or excavation the authorities are in conflict as to the necessity for notice.³¹

Where sidewalks are built by abutters, it has been held that the municipality is liable for failure to guard the place while the walk is being constructed, the same as if the walk was being constructed by the municipality.³²

§ 2797. Same—guards required by ordinance.

Especially is it negligence *per se* to fail to maintain barriers and danger signals where required by ordinance,³³ but it is otherwise where the ordinance applies merely to third persons and not to the municipality.³⁴ However, it has been held in Michigan that the violation of an ordinance requiring the city to guard excavations by barriers and lights is not negligence *per se* but only evidence of negligence.³⁵

§ 2798. Same—statutory provisions.

In some states, the statute expressly authorizes recovery for failure to erect barriers, at least to some extent. Thus, in Massachusetts, the statute authorizes a recovery where the injury results from “a want of a sufficient railing in or upon a way, causeway or bridge.”³⁶ There is a like

27. *Blocher v. Dieco*, 30 Ky. L. Rep. 689, 99 S. W. 606; *Monje v. Grand Rapids*, 122 Mich. 645, 81 N. W. 574; *Joslyn v. Detroit*, 74 Mich. 458, 42 N. W. 50.

§ 2750, *ante*.

28. *McCoull v. Manchester*, 88 Va. 579, 8 S. E. 379, 2 L. R. A. 691.

Building materials placed there by an abutter, rule applies. *Seneca Falls v. Zalinski*, 8 Hun (N. Y.) 571.

29. *Ray v. Poplar Bluff*, 70 Mo. App. 252.

§§ 2662-2663, *ante*.

Rule applies where the obstruction is made by contractors who contract with the municipality to do the work. *Wilson v. Wheeling*, 19 W. Va. 323, 347, 348, 42 Am. Rep. 780; *Drake v. Seattle*, 30 Wash. 81, 70 Pac. 231, 94 Am. St. Rep. 844.

30. § 2807, *post*.

31. § 2751, *ante*.

32. *Lancaster v. Walter*, 25 Ky. L. Rep. 2189, 80 S. W. 189. See also *Boucher v. New Haven*, 40 Conn. 456.

Contra. Not liable for failure to guard where sidewalk is being constructed by abutter, where the municipality has no notice of danger, the work not being intrinsically dangerous. *Dooley v. Sullivan*, 112 Ind. 451, 14 N. E. 566, 2 Am. St. Rep. 209.

33. *Corsicana v. Tobin*, 23 Tex. Civ. App. 492, 57 S. W. 319.

34. *Browne v. Bachman*, 31 Tex. Civ. App. 430, 72 S. W. 622.

35. *Sterling v. Detroit*, 134 Mich. 22, 25, 95 N. W. 986.

36. *Thompson v. Boston*, 212 Mass. 211, 98 N. E. 700.

Under this statute, however, the danger must be of an unusual character, such as declivities, excavations, steep banks or deep water. *Thompson v. Boston*, 212 Mass. 211, 98 N. E. 700; *Shea v. Whitman*, 197 Mass. 374, 83 N. E. 1096, 20 L. R. A. (N. S.) 980; *Damon v. Boston*, 149 Mass. 147, 151, 21 N. E. 235.

In Massachusetts, by another stat-

statute in New Hampshire³⁷ and a few other states.³⁸

§ 2799. Application of rule to particular dangers.

The rules laid down in the preceding paragraphs apply equally well where the condition of the street is due to the fact that it is being improved. Where a defect in a way is caused by necessary street improvements, and the street is not closed to travel, reasonable care and diligence must be exercised to protect travelers from danger;³⁹ and whether such duty has been performed may depend "upon the character of the street, the amount and nature of travel upon it, the hour of the day, the degree of light, the extent of the danger, the kinds of barriers, safeguards and warnings provided, and all the other attendant conditions."⁴⁰

Other classes of cases in which guards or warnings of some kind may be required may be roughly classified as follows: (1) openings in sidewalks, such as *areaways*;⁴¹ (2)

ute, municipalities are liable where *private ways* open into public highways, for defects in the former, unless the entrances are closed up or other notice is given that such way is dangerous. *Smith v. Lowell*, 139 Mass. 336, 1 N. E. 412.

37. In New Hampshire, the statute imposing liability for "defective railings," has been held to mean railings necessary to guard travelers from going over dangerous embankments, and not railings merely useful as hand rails. *Wentworth v. Pittsfield*, 73 N. H. 358, 62 Atl. 218, holding no hand rail necessary on steps leading from crosswalk to sidewalk.

38. § 2722, *ante*.

39. *Elgin v. Thompson*, 98 Ill. App. 358; *O'Neill v. Chelsea*, 208 Mass. 307, 94 N. E. 279.

If improvements are being made in a street, the municipality need not close the street to travel, and may temporarily place material therein and dig holes so as to make it dangerous, without incurring liability, provided reasonable care is exercised to give warning of the dangers. *Elam v. Mt. Sterling*, 132 Ky. 657, 117 S. W. 250, 20 L. R. A. (N. S.) 512, with extensive note.

"A part of the sidewalk was being repaired, while the entire street had not been closed to public travel. While the public ways can not properly be maintained without frequent

repairs, which can not be classed as defects, yet ordinarily when in process they may render the way defective, and unsafe if left open to travelers. *Pratt v. Cohasset*, 177 Mass. 488, 59 N. E. 79. In undertaking the work without closing the street, it became the defendant's duty, by either erecting, and maintaining a sufficient barrier, or posting notices, or providing some other suitable means, to warn travelers that this part of the sidewalk had been withdrawn from the use of the public." *Winship v. Boston*, 201 Mass. 273, 87 N. E. 600.

40. *O'Neill v. Chelsea*, 208 Mass. 307, 94 N. E. 279.

41. If openings in sidewalks covered by iron doors on hinges are allowed to remain open, while in use, precautions must be taken to protect the hole. *Dehaven v. Danville Gaslight Co.* (Ky. 1912), 150 S. W. 322.

However, a municipality is not bound to maintain a railing in front of the numerous basements and basement steps that line its business streets. *Beardsley v. Hartford*, 50 Conn. 529, 540-546, 47 Am. Rep. 677.

The mere fact that travel is endangered by basement openings without a railing is not sufficient to show a duty to erect such railing. *Beardsley v. Hartford*, 50 Conn. 529, 546, 47 Am. Rep. 677.

Stairway, where an opening in sidewalk, must be made safe by

holes in sidewalks caused by sidewalk being under course of construction; (3) *steep banks* or dangerous places adjoining or close to the sidewalk;⁴² (4) steep *embankment* on side of driveway;⁴³ (5) obstructions or excavations in driveway, caused or put there by third persons;⁴⁴ (6) obstructions or excavations on or in, or close to, *crosswalks*;⁴⁵ (7) dangers in or near *bicycle paths*;⁴⁶ (8) *pool of water* in or near street.⁴⁷

§ 2800. Same—declivities and embankments.

If a sidewalk or the driveway is so near a steep declivity as to be dangerous, it is generally the duty of the municipality to erect railings on the side to protect, or at least warn, travelers.⁴⁸ This applies equally well where the way

lights or other precautions. *Wilson v. Syracuse*, 21 Hun (N. Y.), 411.

Outside cellarway. So where an *outside cellarway* extends some distance into the sidewalk, a trapdoor should not be left open without a railing or guard. *Earl v. Cedar Rapids*, 126 Ia. 361, 102 N. W. 140, 106 Am. St. Rep. 361.

42. § 2800, *post*.

43. § 2800, *post*.

44. *Post*, this section.

45. **Crosswalks.** Excavation close to crosswalk, guards necessary. *Hall v. Manson*, 99 Ia. 698, 68 N. W. 922, 34 L. R. A. 207.

Where narrow crossing is over a deep hole, and there are no guard rails or lights, it is negligence. *Galagher v. Tipton*, 152 Mo. App. 412 133 S. W. 135.

46. **Bicycle path.** Guards necessary at sharp turn in bicycle path a few feet from a gutter and sidewalk. *Prather v. Spokane*, 29 Wash. 549, 70 Pac. 55, 59 L. R. A. 346, 92 Am. St. Rep. 923.

Where the boundary between curbing and a bicycle path, in a large city, was not easily distinguishable, and the path was used by a large number of cyclists, it is negligence not to light the place or in some way warn those using the path of the danger. *Collett v. New York*, 64 N. Y. S. 693, 51 App. Div. 394.

47. If water is accumulated partly on a street and in part on abutting lots, by the negligence of the municipality in filling in the street with earth, and no barrier is erected, the municipality is liable for the death

of a child drowned in the pond after entering the pond from the street. *Bowman v. Omaha*, 59 Neb. 84, 80 N. W. 259.

So if water is collected on the side of a street, so as to be attractive and dangerous to children, suitable safeguards should be provided, if practicable. *Elwood v. Addison*, 26 Ind. App. 28, 59 N. E. 47.

Pool of water impregnated with acids: must guard. *Weida v. Hanover Tp.*, 30 Pa. Super. Ct. 424.

48. Necessity for guard rail on driveway, where embankment, held for jury. *White v. Ballard*, 19 Wash. 284, 53 Pac. 159.

High and steep embankment, negligence to leave without guard or light. *Wyandotte v. Gibson*, 25 Kan. 236.

Failure to guard embankment with railings held not negligence where roadway was in first class condition its entire width. was bounded on each side by a curb eight inches high, and there was ten feet in width of sidewalk before coming to the embankment. *Hubbell v. Yonkers*, 104 N. Y. 434, 10 N. E. 858, 58 Am. Rep. 522.

If the embankment is along side railway tracks at the bottom thereof, there is all the more reason why barriers should be erected on the side of the road. *Wellman v. Susquehanna Depot*, 167 Pa. 239, 31 Atl. 566.

Making a cut in grading a street Bluff became dangerous afterwards to knowledge of city although safe when work ceased. City held liable

terminates at the edge of a steep declivity.⁴⁹ But where it is claimed that a fence or railing should have been placed on the side of a driveway, where there was a steep bank, the facts that the roadway on the top of the embankment is wide and that there is nothing along the road calculated to frighten horses are material; and it may be negligence to leave the steep or precipitous sides of a driveway unguarded in the populous portion of a municipality, and not negligence to leave them unguarded in a less populous portion.⁵⁰

If a sidewalk is so near an excavation, steep embankment, or other dangerous place, as to render it unsafe, it is the duty of the municipality to guard the walk by railings or barriers so as either to prevent accidents or at least to warn passers-by of the danger;⁵¹ and this is also true where the sidewalk is several feet above the ground.⁵²

where portion of bluff fell. *Vicksburg v. McLain*, 67 Miss. 4, 6 So. 774.

Fills in the middle of a street, if of considerable height, with spaces on each side left in its natural state, where the embankment is precipitous, must be protected by railing or barrier. *Prideaux v. Mineral Point*, 43 Wis. 513, 28 Am. Rep. 558.

The lack of barriers on the sides of approaches to a bridge will not make a municipality liable for injuries caused by a team going off the bank when the roadway was wide enough for two teams to pass without difficulty, and the proximate cause of the accident was the fact that the horse became frightened and so unmanageable that the driver could not keep him within the limits of the road. *Bell v. Wayne*, 123 Mich. 386, 82 N. W. 215, 48 L. R. A. 644, 81 Am. St. Rep. 204.

49. Safeguards necessary at ditch at end of sidewalk. *Hutchison v. Summerville*, 66 S. C. 442, 45 S. E. 8.

Barrier necessary at end of walk, near deep creek. *Kinney v. Tekamah*, 30 Neb. 605, 46 N. W. 835.

Must protect unguarded embankment at end of street. *Bean v. Portland* (Me. 1912), 84 Atl. 981.

50. *Tarras v. Winona*, 71 Minn. 22, 73 N. W. 505.

Failure to fence an embankment is not negligence, where necessary only to protect persons driving unmanageable horses. *Hubbell v. Yonkers*, 104 N. Y. 434, 10 N. E. 858, 58 Am. Rep. 522.

51. *Mt. Vernon v. Brooks*, 39 Ill. App. 426; *Chicago v. Baker*, 95 Ill. App. 413.

§ 2774, *ante*.

Must guard trench in space between curb and sidewalk. *Townley v. Huntington*, 69 W. Va. 574, 70 S. E. 368.

Want of railing to protect from open ditch held not negligence, under facts of particular case. *Spencer v. Mayfield*, 43 Ind. App. 134, 85 N. E. 23.

A municipality is under no duty to cover an ordinary drainage ditch next to the sidewalk, nor to place a guard rail at the side of the walk, where the sidewalk was not more than two feet above the bottom of the ditch. *Braatz v. Fargo*, 19 N. D. 538, 125 N. W. 1042, 27 L. R. A. (N. S.) 1169.

Electric light a few feet above the sidewalk and fourteen inches outside a railing, must be covered and properly insulated. *Schmidt v. Chicago*, 107 Ill. App. 64.

52. *Normal v. Webb*, 91 Ill. App. 183; *Bennett v. Sing Sing*, 14 N. Y. S. 463, 60 Hun, 579.

Sidewalk was seven to nine inches above the ground, and at place of accident there was a maple tree on the inside of the walk, the shadow from which darkened the walk. There was no light of any kind. Absence of barrier held negligence. *Sellersburg v. Ford*, 39 Ind. App. 94, 79 N. E. 220.

§ 2801. Same—persons coming on street from private property or way.

The measure of duty resting upon a municipal corporation in regard to people coming upon the street from a private way or a road not recognized as a public highway is not altogether clear. The following statement is made in an early Maine case: "It is well settled that even though there be a defect or obstruction within the limits of the highway as located, if it is not in the traveled part of the road, nor so connected with it as to affect the safety or convenience of those using the traveled path, the town is not responsible for an injury sustained by one using the road *for the purpose of passing to or from a private way, or his own land.*"⁵³

The rule is thus stated in *New York*: "If a road apparently, though not in fact, a public highway, is commonly used by the public, and a municipality, in the exercise of its right in improving an intersecting street, leaves the approach from the road in a dangerous condition, the duty of the municipality to the public requires the exercise by it of reasonable care to the prevention of such accidents as may reasonably be anticipated to happen to those travelling upon the road with due care and in ignorance of the danger."⁵⁴

In *Massachusetts*, it has been held that one who was injured by reason of an excavation in the street which had been sufficiently barricaded to protect travelers coming along the road but not those coming in from the traveled way, could recover.⁵⁵ So in *Nebraska*,⁵⁶ *Pennsylvania*,⁵⁷ and *Virginia*,⁵⁸ persons injured while entering upon a street from a private way, because of the absence of barriers at the side of the road in addition to those crosswise to the street, were held to be entitled to recover. On the other hand, in *Iowa*, it has been held that a municipality is not liable for a failure to guard its streets from approach by private ways at points where such approach has been made dangerous by recent excavations by the municipality.⁵⁹ And there is

53. *Morgan v. Hallowell*, 57 Me. 375.

54. *Dennis v. Elmira Heights*, 70 N. Y. S. 312, 59 App. Div. 404, 409, Justice Kellogg dissenting.

55. *Burnham v. Boston*, 10 Allen (Mass.), 290.

56. *Omaha v. Randolph*, 30 Neb. 699, 46 N. W. 1013.

Municipality is not liable for in-

juries from a defective crossing from private property into a public street. *McCook v. Parsons*, 77 Neb. 132, 108 N. W. 167.

57. *O'Malley v. Parsons Borough*, 191 Pa. 612, 43 Atl. 384, 71 Am. St. Rep. 778.

58. *Orme v. Richmond*, 79 Va. 86.

59. *Goodin v. Des Moines*, 55 Ia. 67, 7 N. W. 411.

a like holding in *Kansas*⁶⁰ and in *New Hampshire*.⁶¹ So liability has been denied in *Canada*.⁶²

However, without regard to this conflict in the cases, it is clear that a municipality cannot be held liable for failure to erect barriers or to maintain lights to prevent injury to persons seeking to enter a street from private land at a point at which there is no traveled way, either public or private, and at which there is nothing to put the municipality on notice that an entrance is likely to be attempted.⁶³

§ 2802. Guards erected by third persons.

Of course, if a suitable barrier or warning has been erected by a third person in the performance of the work, it relieves the municipality from the necessity of taking like precaution, and it may avail itself, in its defense, of the barriers or warnings suitable in themselves and properly placed by the author of the danger or others.⁶⁴ It is no defense, however, that the municipality has contracted with the persons doing the excavation to adopt proper guards, if they are in fact omitted.⁶⁵

§ 2803. Guards closing street for travel.

A municipality may entirely close a street while repairs are going on,⁶⁶ and if a street is so closed, there is no liability for injuries,⁶⁷ provided of course it is properly closed, i. e., the barriers are sufficient to warn travelers and to impart notice that the street is closed. Moreover, if necessary to prevent accidents, a municipality not only may, but it is its duty to, close the street to the public, by some barrier.⁶⁸ So a municipality may block off a portion of a street, in its discretion, for the comfort and well being of

60. *Mulvane v. South Topeka*, 45 Kan. 45, 25 Pac. 217, 23 Am. St. Rep. 706.

61. *Elliott v. Mason*, 76 N. H. 229, 81 Atl. 701, 37 L. R. A. (N. S.) 357 (with note on this subject).

62. *McCarthy v. Oshawa*, 19 U. C. Q. B. 245.

63. *Ivester v. Atlanta*, 115 Ga. 853, 42 S. E. 220.

See also *Clark v. Richmond*, 83 Va. 355, 5 S. E. 369, 5 Am. St. Rep. 281.

64. *Stockton Automobile Co. v. Confer* 154 Cal. 402, 97 Pac. 881; *Kansas City v. Birmingham*, 45 Kan. 212, 25 Pac. 569; *Walker v. Ann Arbor*, 111 Mich. 1, 69 N. W. 87.

65. *Storrs v. Utica*, 17 N. Y. 104, 72 Am. Dec. 437.

§ 2728, *ante*.

If the municipality relies on third persons to guard an excavation, it is liable for any failure on their part. *O'Neil v. Chelsea*, 208 Mass. 307, 94 N. E. 279.

No defense that street commissioner instructed his employees to put up barricades and danger signals but that they neglected to do so. *Armstrong v. Auburn*, 84 Neb. 842, 122 N. W. 43.

66. *Peterson v. Seattle*, 40 Wash. 33, 82 Pac. 141.

67. *White v. Boston*, 122 Mass. 491.

§ 2740, *ante*.

68. *Pettingill v. Yonkers*, 116 N. Y. 558, 564, 22 N. E. 1095, 15 Am. St. Rep. 442.

sick residents therein, provided the obstruction for that purpose is such as to give reasonable notice of the closing of part of the street.⁶⁹

However, the barrier must be a reasonable one and not such as to endanger the safety of travelers using ordinary care. Thus, if a wire should be stretched across a street, without more, the barrier might well be considered insufficient,⁷⁰ while a heavy rope might be held sufficient.⁷¹

Whether shutting off only part of the width of a street, with a notice that the street is closed for travel, is sufficient to close the entire width, depends on circumstances.⁷²

§ 2804. Sufficiency of guards or warning.

In a case where some kind of a guard or warning is conceded to be necessary, the question arises as to what is sufficient for such purpose. This is not susceptible of a precise

69. *Anderson v. Wilmington*, 2 Penn. (Del.) 28, 43 Atl. 841.

70. On closing a street for travel while making improvements, must provide adequate danger signals to warn travelers of the danger; and where a wire was stretched diagonally across a street with a red lantern at one end thereof, the question was held one for the jury. *Ahlfeldt v. Mexico*, 129 Mo. App. 193, 108 S. W. 122.

A barbed wire across a street to prevent travel is actionable where there are no lights or other warning, and one runs into it in the nighttime. *Glasgow v. Gillenwaters*, 113 Ky. 140, 67 S. W. 381.

If obstructions are put in a street, to close it for travel, they must be such as to protect from danger persons attempting to use the street. *Holliday v. Athens*, 10 Ga. App. 709, 74 S. E. 67.

71. Stretching two-inch rope across street as sufficient held question for jury. *Holliday v. Athens*, 10 Ga. App. 709, 74 S. E. 67.

72. "It recently has been held by this court that a traveler on a city street in many cases may be justified in thinking that a notice placed upon a barrier in the street that the street is closed to public travel is no broader in its scope than the barrier itself, and that only that part of the street which is actually shut off by the barrier is intended to be closed to public travel. *Hurley v. Boston*, 202

Mass. 68, 88 N. E. 586. This applies to cases in which the whole of the road is worked for public travel, but only a part of its width is shut off; and it must apply more forcibly in a busy and crowded street and in cases where upon the apparent indications a part of the width of the street is not only not shut off, but according to the indications on the surface of the ground has purposely been left open for travel." *Stoliker v. Boston*, 204 Mass. 522, 90 N. E. 927.

"If they put up signs and barriers which showed that one side of the street was withdrawn from public travel by reason of the repairs being made upon it, which rendered it for the time unfit for use, they performed their duty. On receiving notice of this kind, it was the duty of a traveler to use only that part of the way which was left open for use. Such a notice was equivalent to a statement that the way was dangerous, was not to be used, and that the defendants would not be responsible for any accident that might happen from the use of it. One who should pass over it, after receiving such a notice, would be bound to know that he was traveling at his own risk, and that the city and the railway company owed him no duty to make further provision for his safety." *McFarlane v. Boston Elev. Co.*, 194 Mass. 183, 80 N. E. 447, holding bicyclist could not recover.

answer.⁷³ About all that can be said is that reasonable care to protect travelers is the test;⁷⁴ and that the sufficiency is generally a *question for the jury*,⁷⁵ although in particular cases barriers may be held sufficient as a matter of law.⁷⁶ However, it is clear that the street need not be so barricaded as to absolutely preclude the possibility of injury but it is sufficient that a plain warning of danger in traveling a street is given.⁷⁷

73. See *Martin v. Chelsea*, 175 Mass. 516, 56 N. E. 703, dist'g *Blessington v. Boston*, 153 Mass. 409, 26 N. E. 1113.

Plank laid on barrels, completely fencing in a shallow excavation in sidewalk, sufficient. *Welsh v. Lansing*, 111 Mich. 589, 70 N. W. 129.

Loose plank, resting at one end on a barrel, held insufficient. *Sutton v. Snohomish*, 11 Wash. 24, 39 Pac. 273, 48 Am. St. Rep. 847.

Warning as to steam roller. Need not warn travelers that steam roller is about to start. *McMulkin v. Chicago*, 92 Ill. App. 331.

Keeping the crowd moving over a bridge, where gathered to witness a parade, held sufficient care where bridge collapsed because of extraordinary strain placed on it. *Coolidge v. New York*, 90 N. Y. S. 1078, 99 App. Div. 175, 180.

74. *O'Rourke v. Monroe*, 98 Mich. 520, 57 N. W. 738.

75. *Stockton Automobile Co. v. Confer*, 154 Cal. 402, 97 Pac. 881; *Baltimore v. Maryland*, 166 Fed. 641, 647, 92 C. C. A. 335.

Whether the city had discharged its duty to the public in thus warning it against the use of the bridge, so that as a matter of law it would be exempt from liability generally for injuries to persons attempting to cross while it was in that condition, we need not stop to inquire, for while the city owes a duty to the public to keep its bridges and highways in a reasonably safe condition for travel, yet, when liability is sought to be enforced, the question is as to the duty owed to the plaintiff under the attending facts and circumstances when the injury was received. *Craine v. Metropolitan St. R. Co.*, 246 Mo. 393, 152 S. W. 24.

Sign on one side of street to look out for steam roller. Question for jury whether reasonable warning to

persons driving on the other side. *Mulligan v. New Britain*, 69 Conn. 96, 36 Atl. 1005.

Ropes around open trench in street. Sufficiency as barrier a question for the jury. *Norwood v. Somerville*, 159 Mass. 105, 33 N. E. 1108.

Wire or string around a grass plot between curb and sidewalk, in business district, negligence held question for jury. *Shreve v. Ft. Wayne* (Ind. 1911), 96 N. E. 7.

Sufficiency of railing held question for jury. *St. Paul v. Kuby*, 8 Minn. 154.

76. See *Tagge v. Roslyn*, 51 Wash. 258, 98 Pac. 668.

At any event, where basement steps are on private property adjoining the sidewalk, a barrier between the steps and the parallel sidewalk is sufficient without a gate or barrier at the entrance to the stairway. *Fitzgerald v. Berlin*, 51 Wis. 81, 7 N. W. 836, 37 Am. Rep. 814, reaffirmed on second appeal in 64 Wis. 203, 24 N. W. 879.

77. *Hunter v. Montesano*, 60 Wash. 489, 111 Pac. 571.

"The learned justice who tried the case intimates in his opinion denying the motion for a new trial that the defendants could have absolutely assured foot passengers from accidents such as plaintiff met by placing some sort of a barrier along the curb so as to fence off the roadway from the sidewalk, and thus render it impossible for a pedestrian to attempt to cross; and the chief proof of negligence dwelt upon [by] the respondent is the failure to erect such barrier. Undoubtedly such a barrier might have been erected in such a way as to make such an accident well-nigh impossible, but we do not consider that either of the defendants was bound to go to this length, for neither of them was in the position of an insurer against possible accident. All

The rule is well summed up as follows: It is the duty of the municipality, when the obstructions are placed in the street, to use such means as are reasonably necessary to warn those using the street of the presence of the obstruction, and it is generally a question for the jury, "under the particular facts in each case, to determine whether or not the means used for this purpose were reasonably sufficient. Guard rails, lights, or watchmen, any or all, might be required, according to the local conditions. In some instances guard rails might be amply sufficient, in others, lights, while in still others additional means might be required. No hard and fast rule can be laid down fixing the means that shall be employed in each particular case, further than to say that they shall be such as are reasonably sufficient to warn the traveling public of the presence of the obstruction."⁷⁸ Generally, a plain warning by the use of a *red light* is sufficient, without barricading a street so as to preclude injury,⁷⁹ but

that either could be held to under any view of the case was to exercise reasonable care to guard against accidents, and, in determining what would be reasonable care, they were both entitled to take into account the desirability of interfering as little as possible with the traffic and the improbability of any one attempting to cross the street at a point other than the usual crossing." *McDonald v. Degnon-McLean Cont. Co.*, 109 N. Y. S. 519, 124 App. Div. 824.

"The defendants were not bound to, and could not reasonably have been expected to, so guard the trench as to insure the safety of every heedless foot passenger who sought to cross the street at an unusual and unaccustomed place, and under conditions which would render all precautions, short of actual barriers, futile and ineffective. There is even less reason for holding the City of New York liable than for holding the contractor." *McDonald v. Degnon-McLean Cont. Co.*, 109 N. Y. S. 519, 124 App. Div. 424.

Width of barriers. Barriers need not necessarily extend across the entire street. *Jones v. Collins*, 177 Mass. 444, 59 N. E. 64. See also *Leonard v. Boston*, 183 Mass. 68, 66 N. E. 596.

Children. A fence need not be such a one that children cannot surmount it or crawl through. *Lineburg v. St. Paul*, 71 Minn. 245, 73 N.

W. 723.

78. Per Justice Carroll in *Grider v. Jefferson Realty Co.* (Ky.), 116 S. W. 691, approved in *Georgetown v. Groff*, 136 Ky. 662, 124 S. W. 888.

"In one case a light might be sufficient warning, and in another case a barrier, and in still another case both might be required. or in some extreme cases both and a watchman in addition. The sufficiency of the warning in the particular case is left to the jury, and at all times it must be sufficient to warn the public of the dangerous obstruction, whatever means may be required." *De Garmo v. Vogt* (Ky. 1913), 152 S. W. 969.

Railings on each side of a walk may be unnecessary where access thereto is guarded by barricades and red lights. *Chicago v. McKenna*, 114 Ill. App. 270.

Barricade sufficient without danger signals. *Collier v. Ft. Smith*, 73 Ark. 447, 84 S. W. 480, 68 L. R. A. 237.

79. *Karrer v. Detroit*, 142 Mich. 331, 106 N. W. 64.

A red lantern at each end of a pile of sand is sufficient. *Carlson v. New York*, 134 N. Y. S. 661, 150 App. Div. 264.

Need not both rail and light an open ditch in a street. *Campbell v. Stanberry*, 85 Mo. App. 159.

The lights may be upon or near the obstruction. *Georgetown v. Groff*, 136 Ky. 662, 124 S. W. 888.

an electric light upon a street cannot ordinarily take the place of red lanterns.⁸⁰

A *watch* need not be kept during the night over an excavation, unless there are circumstances peculiar to the particular case making it necessary.⁸¹

§ 2805. Duty as a continuing one: effect of removal of guards.

The duty to keep the place guarded, if it exists, is a continuing one,⁸² but the municipality is not liable where proper warnings, such as barriers or lights or the like, have been put out but are removed by a third person or by accident before the injury, and the municipality has no actual notice of the removal and such a time has not elapsed thereafter as to charge the municipality with notice thereof and afford opportunity to replace them.⁸³ Having performed its duty, in the first instance, the municipality is ordinarily not required to keep a man on guard to see that the barriers or lights are not removed;⁸⁴ but if guards are liable to be

80. "It will not do to say that an electric light upon a street, however bright, can always take the place of danger signals, where temporary obstructions are placed upon them. The object of a danger signal is to direct the attention to a particular object, and warn those approaching of something unusual. The electric light may enable those passing over the streets to see the way, and avoid others, and things generally found on the street, but they give no special warning whatever, and, as is well known from experience, are often deceptive and bewildering." *Aurora v. Rockabrand*, 149 Ill. 399, 402, 36 N. E. 1004.

But absence of red light on big pile of bricks at night, not actionable where street well lit and pile could be seen plainly for fifteen feet. *Pinix v. Durham*, 130 N. C. 360, 41 S. E. 932.

81. *Dooley v. Sullivan*, 112 Ind. 451, 452, 14 N. E. 566, 2 Am. St. Rep. 209.

See also *Portsmouth v. Lee*, 112 Va. 419, 71 S. E. 630.

Necessity for watchman. "There may be such undertakings, where the crowded character of travel, the peculiar uses of the highway at the particular point, and various other conditions, would make the familiar method of warning by the use of red lanterns utterly inadequate as a safe-

guard, and might even require the constant presence of watchmen by night to constitute the exercise of reasonable care." *McFeeters v. New York*, 92 N. Y. S. 79, 81, 102 App. Div. 32.

If both ends of a sidewalk over a bridge are barred, it is not negligent in not having some one at each end of the bridge to warn passers-by. *Heidenwag v. Philadelphia*, 168 Pa. 72, 31 Atl. 1063.

82. *Hesselbach v. St. Louis*, 179 Mo. 505, 522, 78 S. W. 1009.

83. *Myers v. Kansas*, 108 Mo. 480, 18 S. W. 914; *Pyburn v. Kansas City*, 166 Mo. App. 150, 148 S. W. 193; *Ball v. Independence*, 41 Mo. App. 469; *Gedroice v. New York*, 95 N. Y. S. 645, 109 App. Div. 176; *McFeeters v. New York*, 92 N. Y. S. 79, 102 App. Div. 32; *Parker v. Cohoes*, 10 Hun (N. Y.), 531; *Mullen v. Rutland*, 55 Vt. 77.

Removal of barriers. Of course, if barriers are erected and a watchman employed, and unknown persons remove the barrier while the watchman is at the other end of the excavation in the performance of his duty, and the injury occurs in the meantime, the municipality is not liable. *O'Neill v. Bates*, 20 R. I. 793, 40 Atl. 236.

84. *Garnetz v. Carroll*, 136 Ia. 569, 114 N. W. 57.

§ 2804, *ante*.

thrown down by boys, it has been held that it is the duty of the municipality to station a man to see that the guards are kept up.⁸⁵

This exception, if it may be so called, applies equally well where lights are placed to warn travelers and they are extinguished without any known cause.⁸⁶ But if there is a duty to light an excavation with lanterns, it is not performed by leaving a lantern with so little oil that it will not remain lighted during the night.⁸⁷ But where lights are put out every night by independent contractors, this rule does not apply, so as to absolve the municipality from liability, where they fail to place the lights on a particular night, although the municipality had no notice that the contractors had neglected their duty on the particular night.⁸⁸ Furthermore, the municipality must take proper precautions to prevent the removal of lights or barriers, or to ascertain the fact and replace them speedily if they are removed.⁸⁹ So where barriers to protect an excavation must be removed every time a street car passes, and this is done by employees of the street car company, failure of such employees to replace the barriers is the negligence of the municipality.⁹⁰

§ 2806. Duty to light streets.

It is necessary to distinguish clearly between the duty of a municipality to light its streets which are safe for travel and its duty to protect travelers from running into or falling in obstructions or excavations by the use of lights. In the former case, it is settled beyond dispute that the failure of a municipality to maintain lights in its streets is not, of itself, negligence, unless the duty so to do is imposed by statute or charter;⁹¹ and mere *power* to light the streets, con-

85. *Crawford v. Wilson & Baillie Mfg. Co.*, 28 N. Y. S. 514, 8 Misc. Rep. 48.

86. *Blocher v. Dieco*, 30 Ky. L. Rep. 689, 99 S. W. 606; *Mills v. Philadelphia*, 187 Pa. 287, 40 Atl. 821.

No difference between a light which goes out and a light which has been removed by a third person. *Buckley v. New York*, 120 N. Y. S. 423, 135 App. Div. 512.

87. *Baker v. Grand Rapids*, 111 Mich. 447, 449, 69 N. W. 740.

88. *Drake v. Seattle*, 30 Wash. 81, 70 Pac. 231, 94 Am. St. Rep. 844.

89. *Fox v. Chelsea*, 171 Mass. 297, 50 N. E. 622.

90. *Prentiss v. Boston*, 112 Mass. 43, 48.

Momentary negligence of street car employees, in not replacing a guard after street cars have passed, resulting in injury to a traveler, is chargeable to the municipality. *Blessington v. Boston*, 153 Mass. 409, 26 N. E. 1113.

91. *Colorado*. *Oliver v. Denver*, 13 Colo. App. 345, 57 Pac. 729.

Georgia. *Gaskins v. Atlanta*, 73 Ga. 746.

Indiana. *Spencer v. Mayfield*, 43 Ind. App. 134, 85 N. E. 23; *Mitchell v. Tell City*, 41 Ind. App. 294, 81 N. E. 594, 83 N. E. 735; *Vincennes v. Spees*, 35 Ind. App. 389, 74 N. E. 277.

Massachusetts. *Lyon v. Cambridge*, 136 Mass. 419; *Randall v. Eastern R. Co.*, 106 Mass. 276, 8 Am. Rep. 327.

ferred upon a municipality, does not create the *duty* to light them.⁹² So it is not negligence to fail to light the streets where the question whether the streets shall be lighted is left to the discretion of the municipality.⁹³ Neither the absence of lights nor defective lights is, in itself, negligence,⁹⁴ according to what seems to be the better rule,⁹⁵ although

Minnesota. *McHugh v. St. Paul*, 67 Minn. 441, 70 N. W. 5; *Miller v. St. Paul*, 38 Minn. 134, 36 N. W. 271.

North Carolina. *Brady v. Randleman* (N. C. 1912), 74 S. E. 811.

Pennsylvania. *Horner v. Philadelphia*, 194 Pa. 542, 45 Atl. 330; *Canavan v. Oil City*, 183 Pa. 611, 38 Atl. 1096.

South Dakota. *Bohl v. Dell Rapids*, 15 S. D. 619, 91 N. W. 315.

Utah. *Herndon v. Salt Lake City*, 34 Utah, 65, 95 Pac. 646.

See *O'Rourke v. Sioux Falls*, 4 S. D. 47, 54 N. W. 1044, 19 L. R. A. 789, 46 Am. St. Rep. 760.

Compare *Baltimore City v. Beck*, 96 Md. 183, 53 Atl. 976.

Fact that city ordinance requires lights to be provided under certain circumstances is immaterial. *Lyon v. Cambridge*, 136 Mass. 419.

Trees along the side of streets or the shadows cast by them into the streets, making intervals of comparative darkness between the street lights, are not nuisances which must be abated by the municipality. *Blain v. Montezuma*, 150 Ia. 141, 129 N. W. 808.

Walks in parks. "The walks in the park are not generally used in the nighttime for pleasure travel, and we do not think it should be held that the city has the legal duty imposed upon it to light up its walks in the park so that the attention of people will necessarily be called to irregularities like these steps that are found in different parts of the park." *O'Rourke v. New York*, 45 N. Y. S. 261, 17 App. Div. 349, which related to unlit steps in Central Park in New York City.

92. *White v. New Bern*, 146 N. C. 447, 59 S. E. 992, 13 L. R. A. (N. S.) 1166; *Daytona v. Edson*, 46 Fla. 463, 34 So. 954; *Chicago v. Apel*, 50 Ill. App. 132; *Vincennes v. Thuis*, 28 Ind. App. 523, 63 N. E. 315.

93. *Freeport v. Isbell*, 83 Ill. 440, 25 Am. Rep. 407.

94. *White v. New Bern*, 146 N. C. 447, 59 S. E. 992, 13 L. R. A. (N. S.) 1166.

95. "A city which is under no statutory obligation to light its streets is not, as matter of law, bound, when lighting them voluntarily, to do it in such a manner as to enable persons using them to see any obstruction that the city may have placed in the street, irrespective of whether the obstruction, such as a water plug, was a reasonable and proper one or not." Official syllabus in *Columbus v. Sims*, 94 Ga. 483, 20 S. E. 332.

Fact that a municipality has undertaken to light a street, does not make it liable because the system of lighting is inefficient. *Blain v. Montezuma*, 150 Ia. 141, 129 N. W. 808.

Discretion. Where a municipality has undertaken the duty to light its streets the placing and character of the lights rests largely in the discretion of the authorities. *White v. New Bern*, 146 N. C. 447, 59 S. E. 992, 13 L. R. A. (N. S.) 1166.

Courts cannot determine "how the lights shall be distributed through the city; or how any particular street or section of a street shall be lighted, whether by few or many lights, or whether by gas or electricity." *Wolf v. District of Columbia*, 21 App. (D. C.) 464, 474, 69 L. R. A. 83.

"As to whether sufficient light was provided by the city on the night of the accident, we may briefly say there was no legal obligation on a municipality to light its streets when their construction is reasonably safe for travel. That is solely a question for the municipal legislature. It may do many things not enjoined by the law to promote the general well-being and comfort of the citizen; but, in not doing that which no statute commands, negligence cannot be imputed to it. This,

there is some authority to the effect that if a municipality undertakes to light its streets, it is liable where the lights furnished are insufficient.⁹⁶ In any event, even if it is the duty of a municipality to light its streets, it is only required to do so in the manner that will make them reasonably safe for travel.⁹⁷

As to the second branch of this question concerning lighting, while it is true, as already stated, that, in the absence of statute, a municipality is not liable for not lighting its streets, yet the fact that a street was not lighted may be material as showing lack of care during the time that the street was obstructed or was in process of repair.⁹⁸ In other words, if there are dangerous excavations, holes or obstructions in a street, the failure of the municipality to light the street is material in determining whether it has exercised reasonable care to keep the street in a safe condition.⁹⁹

Whether excavations or obstructions are sufficiently guarded by barriers without lanterns, and whether lanterns alone are a sufficient warning thereof, has already been noticed.¹

8. NOTICE OF DEFECTS.

§ 2807. Necessity for.

Except in West Virginia where the contrary rule is in

however, in no sense relieves it from the duty of that ordinary care which requires that temporary excavations for building purposes should be exposed by proper light, or that temporary obstruction of the streets by building material should be made conspicuous in the same way." *Canavan v. Oil City*, 183 Pa. 611, 38 Atl. 1096.

96. *Chicago v. Powers*, 42 Ill. 169, 89 Am. Dec. 418, distg'd in *Freeport v. Isbell*, 83 Ill. 440, 442, 24 Am. Rep. 407, and in effect approved in *Chicago v. Baker*, 195 Ill. 54, 61, 62 N. E. 892.

If power to light is granted by statute, and the municipality assumes such power, negligence in exercising it is actionable. *Winchester v. Carroll*, 99 Va. 727, 40 S. E. 37.

97. *Chicago v. Apel*, 50 Ill. App. 132; *Chicago v. McDonald*, 57 Ill. App. 250.

98. *Wallace v. New Haven*, 82 Conn. 527, 74 Atl. 886; *Shreve v. Ft.*

Wayne (Ind. 1911). 96 N. E. 7; *Indianapolis v. Scott*, 72 Ind. 196, 202.

Lights. If a way is dangerous because of obstructions or excavations therein, and it cannot be made reasonably safe for travel at night simply by the erection of barriers, ordinary care requires the municipality to keep sufficient lights burning to properly warn travelers of the danger. *Williams, Munic. Liability for Tort*, § 120.

99. *Griswold v. Ludington*, 116 Mich. 401, 74 N. W. 663; *Miller v. St. Paul*, 38 Minn. 134, 36 N. W. 271; *Davenport v. Hannibal*, 108 Mo. 471, 477, 18 S. W. 1122; *Norfolk v. Johnakin*, 94 Va. 285, 26 S. E. 830.

Compare *Jefferson v. Chapman*, 127 Ill. 438, 20 N. E. 33, 11 Am. St. Rep. 136, aff'g 27 Ill. App. 43; *Baltimore City v. Beck*, 96 Md. 183, 53 Atl. 976.

1. § 2804, *ante*.

force,² it is settled beyond dispute that if a defect in the street is caused (1) by the act of a third person or (2) the failure of the municipality to repair in general, it is not liable, unless it (a) has actual notice of the defect, or (b) of such facts and circumstances as would by the exercise of reasonable diligence lead a prudent person to such knowledge.³ This proposition is so well settled that it is needless to cite the authorities so holding.

The reason for this rule is clearly apparent, it being based on the rule that municipalities are not insurers against accidents. If the defective condition is caused by a third person, *i. e.*, the original negligence is that of a third person, the only negligence which can be attributed to the municipality is failure to act, and there certainly can be no obligation to act if the defective condition is neither known, nor should have been known, by the municipality. The same reasoning applies where there was no neglect in the original construction but the only neglect charged is that of failure to repair.

Furthermore, if repairs have been made and subsequently the street becomes defective, the notice inducing the repairs is not a continuing one but a new notice is ordinarily necessary.⁴ But if repairs are made in a negligent manner, it will be presumed that the municipality knew that the defect existed after the repair was made; and this is also true where the abutter is ordered to and does, but negligently, re-

2. *Arthur v. Charleston*, 51 W. Va. 132, 41 S. E. 171; *Sheff v. Huntington*, 16 W. Va. 307; *Chapman v. Milton*, 31 W. Va. 384, 7 S. E. 22.

3. *Boender v. Harvey*, 251 Ill. 228, 95 N. E. 1084.

The rule is well established that, in order to charge a municipality for an injury happening to a third person using a street therein from an unlawful obstruction placed therein by a stranger without authority, it must appear that it had notice, express or implied, of the existence of the obstruction before the accident, and that a reasonable time had elapsed subsequent to the notice and before the injury, during which it could have abated the nuisance; and it is likewise the general rule that the municipality is not bound to anticipate infractions by third persons of the law or ordinance relating to its streets, enacted to secure their safety and an unobstructed right of

passage. *Thomas v. New York*, 131 N. Y. S. 697, 146 App. Div. 512.

Warnings—removal—not liable unless notice. *Stockton Automobile Co. v. Confer*, 154 Cal. 402, 97 Pac. 881.

Under earlier statutes in Massachusetts, if a defect in a highway existed for twenty-four hours before the accident the municipality was liable without regard to its diligence (*George v. Haverhill*, 110 Mass. 506); but a later statute repealed this absolute liability. (*Post v. Boston*, 141 Mass. 189, 4 N. E. 815).

4. *Hutchins v. Littleton*, 124 Mass. 289; *Bonine v. Richmond*, 75 Mo. 437.

After the defect is repaired, notice of a new defect, although connected with the former defect or directly related to or affected by it, is necessary. *Hutchins v. Littleton*, 124 Mass. 289.

paid the sidewalk, since the duty to repair is primarily on the municipality.⁵

§ 2808. Same—notice not necessary where original negligence that of municipality.

If the defective condition is due to the act of the municipality itself or of its contractors or employees, no notice of any kind, either actual or constructive, is necessary.⁶ Thus, the duty to guard excavations made by a contractor is not dependent on notice of the excavation.⁷

This exception, of course, includes *defects in original construction*, in which case no notice is necessary,⁸ where lia-

5. *Wheaton v. Hadley*, 131 Ill. 640, 23 N. E. 422, aff'g 30 Ill. App. 564; *Woodard v. Boscobel*, 84 Wis. 226, 54 N. W. 332.

6. *Illinois*. *Jefferson v. Chapman*, 127 Ill. 438, 20 N. E. 33, 11 Am. St. Rep. 136, aff'g 27 Ill. App. 43; *Chicago v. Brophy*, 79 Ill. 277; *Chicago v. Johnson*, 53 Ill. 91.

Maine. *Buck v. Biddeford*, 82 Me. 433, 19 Atl. 912.

Massachusetts. *Burditt v. Winchester*, 205 Mass. 493, 91 N. E. 880.

Michigan. *Boker v. Grand Rapids*, 111 Mich. 447, 69 N. W. 740.

Minnesota. *Kleopfert v. Minneapolis*, 93 Minn. 118, 100 N. W. 669; *Furnell v. St. Paul*, 20 Minn. 117.

Missouri. *Heberling v. Warrensburg*, 204 Mo. 604, 103 S. W. 36; *Smith v. St. Joseph*, 42 Mo. App. 392.

Mississippi. *Jackson v. Carver*, 82 Miss. 583, 35 So. 157.

Nebraska. *Lincoln v. Calvert*, 39 Neb. 305, 58 N. W. 115; *Omaha v. Jensen*, 35 Neb. 68, 52 N. W. 833, 37 Am. St. Rep. 432.

North Dakota. *Ludlow v. Fargo*, 3 N. D. 485, 57 N. W. 506.

Oklahoma. *Oklahoma City v. Welsh*, 3 Okla. 288, 41 Pac. 598.

Pennsylvania. *Rowland v. Philadelphia*, 202 Pa. 50, 51 Atl. 589; *Burger v. Philadelphia*, 196 Pa. 41, 46 Atl. 262.

Texas. *Ringelstein v. San Antonio* (Tex. Civ. App.), 21 S. W. 634.

"The doctrine of express notice is not relevant to the question when the very danger is created by the city itself or by some one under its direction, for there notice is necessarily implied." *Bailey v. Winston*, 157 N. C. 252, 72 S. E. 966.

Notice is not necessary where work

is being done under its authority and supervision. *Birmingham v. McCary*, 84 Ala. 469, 4 So. 630.

Act of purchaser from city, of fences, in failing to fill post hole, held act of city, so as not to require notice. *Still v. Houston*, 27 Tex. Civ. App. 447, 66 S. W. 76.

Act of seller. But notice is necessary where lumber is negligently piled in a street, although the person that piled the lumber had sold it to the municipality. *Evansville v. Senhenn*, 151 Ind. 42, 47 N. E. 634, 41 L. R. A. 728, 68 Am. St. Rep. 218.

7. *Wilson v. Troy*, 135 N. Y. 96, 32 N. E. 44, 18 L. R. A. 449, 31 Am. St. Rep. 817; *Brusso v. Buffalo*, 90 N. Y. 679.

8. *Illinois*. *Alexander v. Mt. Sterling*, 71 Ill. 366; *Paxton v. Frew*, 52 Ill. App. 393.

Iowa. *Roney v. Des Moines*, 150 Ia. 447, 130 N. W. 396; *Achey v. Marlon*, 126 Ia. 47, 101 N. W. 435; *Evans v. Iowa City*, 125 Ia. 202, 100 N. W. 1112.

Minnesota. *McDonald v. Duluth*, 93 Minn. 206, 100 N. W. 1102 (where defects are not latent).

Missouri. *Barr v. Kansas City*, 105 Mo. 550, 16 S. W. 483; *Brake v. Kansas City*, 100 Mo. App. 611, 75 S. W. 191.

Ohio. *Alliance v. Campbell*, 6 O. C. D. 762, 17 Ohio Cir. Ct. R. 605.

Tennessee. *Poole v. Jackson*, 93 Tenn. 62, 23 S. W. 57.

Texas. *Austin v. Ritz*, 72 Tex. 391, 9 S. W. 884.

Failure to properly refill a sewer trench dug in the street—notice not necessary. *Hutchinson v. Clarke*, 26 R. I. 307, 58 Atl. 948.

bility therefor otherwise exists;⁹ and this is so where the plan of construction is prescribed by the municipality, and followed by the actual constructor,¹⁰ or where the walk was constructed by others.¹¹

Furthermore, notice is not necessary in such cases as those herein noticed, where the original negligence is that of the municipality, *although actual notice is expressly required* by statute or charter provisions.¹²

§ 2809. Same—where original negligence that of licensee.

This matter has already been considered.¹³

§ 2810. Notice to particular persons as imputed to municipality.

The rule is that the knowledge or means of knowledge of an officer of a municipality will be imputed to the municipality where such officer is in charge of the streets or is charged with the duty to make repairs or remedy defects,¹⁴ or it is

9. Liability for defects in plans, §§ 2633, 2766, *ante*.

10. Carroll's Adm'r v. Louisville, 117 Ky. 758, 78 S. W. 1117.

11. If a sidewalk *as originally constructed* was defective and unsafe, the city is liable, although it had no knowledge of the defective condition, and although it *did not construct the walk itself*. Roney v. Des Moines, 150 Ia. 447, 130 N. W. 396.

12. *Maine*. Jones v. Deering, 94 Me. 165, 47 Atl. 140.

Nebraska. Updike v. Omaha, 87 Neb. 228, 127 N. W. 229.

New York. Twist v. Rochester, 55 N. Y. S. 850, 37 App. Div. 307; Stedman v. Rome, 34 N. Y. S. 737, 88 Hun, 279.

Texas. Houston v. Isaacs, 68 Tex. 116, 3 S. W. 693.

Wisconsin. Adams v. Oshkosh, 71 Wis. 49, 36 N. W. 614.

Exception applies where charter requires actual notice. Houston v. Owen (Tex. Civ. App.), 67 S. W. 788. But not where proximate cause is failure to keep in repair. Houston v. Vatter, 32 Tex. Civ. App. 298, 74 S. W. 806.

"To hold that five days' notice should be given for a wrong committed by the city itself one hour, or one day, before the occurrence of the accident, and of which the city already has absolute knowledge,

would be in the highest degree ludicrous and attribute to the lawmaker a want of foresight, insight, and comprehension which we cannot do. It is true that the statute provides that the city shall be 'absolutely exempt from liability' unless such notice is given, but we must give a reasonable construction to the language of the act. The law never requires an impossible thing. The section presupposes that the defect in the public way must have existed at least five days; otherwise the notice would be impossible. But, even if the notice should be held necessary where the defect is caused by the elements, or the unauthorized act of third parties, it could not with any degree of reason be said that it could be required where the danger was created by the negligent act of the city itself." Tewksbury v. Lincoln, 84 Neb. 571, 121 N. W. 994.

13. § 2751, *ante*.

14. *Illinois*. Lifschitz v. Chicago, 150 Ill. App. 201.

Minnesota. Cunningham v. Thief River, 84 Minn. 21, 86 N. W. 763.

Missouri. Miller v. Canton, 112 Mo. App. 322, 87 S. W. 96.

Virginia. Lynchburg v. Wallace, 95 Va. 640, 29 S. E. 675.

Wisconsin. Mauch v. Hartford, 112 Wis. 40, 87 N. W. 816.

Officer or agent whose duty it was to keep or see the streets were kept

his duty to report the matter to some officer with authority to act.¹⁵ So notice to an officer charged with the duty of keeping the streets in safe condition, of the unsafe condition of a tree in the street, is notice to the municipality although he had no power to remove the tree except by order of the mayor and aldermen.¹⁶

But notice to a municipal officer whose duties in no way relate to the care of streets is not notice to the municipality.¹⁷ So notice to an officer as an individual, before he became an officer, is not imputed to the municipality.¹⁸ However, notice to a *de facto officer* is sufficient,¹⁹ but notice to a subordinate employee is generally insufficient.²⁰

The particular officers or employees whose knowledge is imputed to the municipality cannot be enumerated with precision. It all depends on the duties of the particular officer in the particular municipality. Thus, it may well be held that notice to a certain officer in one municipality is notice to the municipality and it may also properly be held that notice to one holding the same office in another municipality is not notice to the municipality, since the scope of the duties of such officer may be different in the two municipalities.

Notice to a *policeman* is ordinarily not notice to the municipality,²¹ except where he is charged with the duty of remedying or reporting defects.²²

in repair. *Poole v. Jackson*, 93 Tenn. 62, 23 S. W. 67.

Notice to one employed to repair is sufficient. *Smith v. Des Moines*, 84 Ia. 685, 51 N. W. 77.

15. *Dallas v. Meyers* (Tex. Civ. App.), 55 S. W. 742.

16. *Chase v. Lowell*, 151 Mass. 422, 24 N. E. 212.

17. *Savanna v. Trusty*, 98 Ill. App. 277; *Edwards v. Cedar Rapids*, 138 Ia. 421, 116 N. W. 323.

18. *Lohr v. Phillipsburg*, 156 Pa. 246, 27 Atl. 133.

19. *McSherry v. Canandaigua*, 129 N. Y. 612, 29 N. E. 821, aff'g 59 Hun, 616, 12 N. Y. S. 751.

20. *Sprague v. Rochester*, 34 N. Y. S. 1126, 88 Hun (N. Y.), 613; *Owen v. Seattle*, 64 Wash. 10, 116 Pac. 261.

21. *Columbus v. Ogletree*, 96 Ga. 177, 22 S. E. 709; *Reid v. Chicago*, 83 Ill. App. 554; *Atwater v. Baltimore*, 31 Md. 462; *Corey v. Ann Arbor*, 134 Mich. 376, 96 N. W. 477. Compare *Cleveland v. St. Paul*, 18 Minn. 279.

City marshal. Rule applied to. *Cook v. Anamosa*, 66 Ia. 427, 23 N. W. 907; *Norman v. Teel*, 12 Okla. 69, 69 Pac. 791. But see *Hayes v. West Bay City*, 91 Mich. 418, 51 N. W. 1067 (moving of building).

22. *Connecticut*. *Cummings v. Hartford*, 70 Conn. 115, 38 Atl. 916.

Georgia. *Columbus v. Ogletree*, 102 Ga. 293, 29 S. E. 749; *Macon v. Morris* (Ga. App. 1912), 73 S. E. 539.

Illinois. *Joliet v. Looney*, 159 Ill. 471, 42 N. E. 854; *Lundon v. Chicago*, 83 Ill. App. 208.

Kentucky. *Louisville v. Lenehan*, 149 Ky. 537, 149 S. W. 932.

Missouri. *Carrington v. St. Louis*, 89 Mo. 208, 1 S. W. 240, 58 Am. Rep. 108, distinguishing *Atwater v. Baltimore*, 31 Md. 462.

New York. *Rehberg v. New York*, 91 N. Y. 137, 43 Am. Rep. 657.

Texas. *San Antonio v. Talerico* (Tex. Civ. App.), 78 S. W. 28.

But mere rule of police department requiring policemen to note defects in streets and remove them when practicable, and to report any

Notice to the following officers has been held sufficient in particular municipalities: *chief executive* of city;²³ *chief of police*;²⁴ *city electrician*;²⁵ *city engineer*;²⁶ *council committee* on streets;²⁷ *member of common council*;²⁸ *sidewalk inspector*;²⁹ *specially appointed inspector*;³⁰ *street commissioner*;³¹ *village trustees*;³² *assistant building inspector*.³³

On the other hand, knowledge of the following persons, it has been held, in particular cases, will not be imputed to the municipality: *city clerk*;³⁴ *foreman* employed by road commissioners;³⁵ *school officers*;³⁶ *janitor* of school house in front of which defect is;³⁷ *lamplighter*.³⁸

Knowledge of *two or more citizens* is not knowledge of the municipality,³⁹ although if many citizens had knowledge of

complaint of a citizen, does not at least in Ohio, make a policeman's knowledge of a defect the knowledge of the municipality. *Cleveland v. Payne*, 72 Ohio St. 347, 74 N. E. 177, 70 L. R. A. 841.

23. *Shinnick v. Marshalltown*, 137 Ia. 72, 114 N. W. 542.

24. *Denver v. Deane*, 10 Colo. 375, 16 Pac. 30, 3 Am. St. Rep. 594.

25. *Decatur v. Hamilton*, 89 Ill. App. 561.

26. *Patterson v. Austin* (Tex. Civ. App.), 29 S. W. 1139.

27. *Pittsburg v. Broderson*, 10 Kan. App. 430, 62 Pac. 5.

28. *Illinois*. *Mattoon v. Russell*, 91 Ill. App. 252.

Indiana. *Columbus v. Strassner*, 124 Ind. 482, 25 N. E. 65; *Logansport v. Justice*, 74 Ind. 378, 39 Am. Rep. 79.

Iowa. *Keyes v. Cedar Falls*, 107 Ia. 509, 78 N. W. 227 (and this is so although defect is caused by the councilman himself); *Owen v. Ft. Dodge*, 98 Ia. 281, 67 N. W. 281.

Louisiana. *Weinhardt v. New Orleans*, 125 La. 351, 51 So. 286.

Michigan. *Dundas v. Lansing*, 75 Mich. 499, 42 N. W. 1011, 5 L. R. A. 143, 13 Am. St. Rep. 457.

Missouri. *Cropper v. Mexico*, 62 Mo. App. 385.

Wisconsin. *Fife v. Oshkosh*, 89 Wis. 540, 62 N. W. 541; *McKeigue v. Janesville*, 68 Wis. 50, 31 N. W. 298.

Contra, see *Frazier v. Butler*, 172 Pa. 407, 33 Atl. 691, 51 Am. St. Rep. 739 (borough council); *Jordan v. Peckham*, 19 R. I. 28, 31 Atl. 305 (town council).

Notice to alderman while engaged

in his private affairs is insufficient. *Gaffney v. Dixon*, 157 Ill. App. 589.

29. *Small v. Kansas City*, 185 Mo. 291, 84 S. W. 901, 110 Mo. App. 721, 85 S. W. 627.

30. *Schumacher v. New York*, 166 N. Y. 103, 59 N. E. 773.

31. *Connecticut*. *Wood v. Stafford Springs*, 74 Conn. 437, 51 Atl. 129.

Iowa. *Padelford v. Eagle Grove*, 117 Ia. 616, 91 N. W. 899.

Indiana. *Hammond v. Jahnke* (Ind. 1912), 99 N. E. 39.

Massachusetts. *Mason v. Winthrop*, 196 Mass. 18, 81 N. E. 644.

Michigan. *Weitzel v. Fowler*, 143 Mich. 700, 107 N. W. 451 (his failure to inform council immaterial); *McEvoy v. Sault Ste. Marie*, 136 Mich. 172, 98 N. W. 1006; *Fuller v. Jackson*, 82 Mich. 480, 46 N. W. 721; *Dewey v. Detroit*, 15 Mich. 307.

Washington. *Saylor v. Montesano*, 11 Wash. 328, 39 Pac. 653.

Wisconsin. *Maunch v. Hartford*, 112 Wis. 40, 87 N. W. 816.

32. *Weed v. Ballston Spa*, 76 N. Y. 329.

33. See *Beall v. Seattle*, 28 Wash. 593, 69 Pac. 12, 61 L. R. A. 583, 92 Am. St. Rep. 892.

34. *Corey v. Ann Arbor*, 134 Mich. 376, 96 N. W. 477.

35. *Rich v. Rockland*, 87 Me. 188, 32 Atl. 872.

36. *Owen v. New York*, 126 N. Y. S. 38, 141 App. Div. 217.

37. *Foster v. Boston*, 127 Mass. 290.

38. *Monies v. Lynn*, 119 Mass. 273.

39. *Kenyon v. Indianapolis*, Wils (Ind.), 129; *Cramer v. Burlington*, 39 Ia. 512; *Donaldson v. Boston*, 16 Gray (Mass.), 508.

the defect, that fact furnishes strong evidence of knowledge on the part of the municipality.⁴⁰

Charters in some cities require that a certain officer or officers must have had a certain number of hours actual notice before the accident.⁴¹ Thus, actual notice is required to be given, under some charters, to "a city officer having charge of highways," and thereunder it has been held that notice to a foreman of sidewalks appointed by the executive board who are commissioners of highways, was sufficient;⁴² and also that notice left with the clerk of the executive board at its office was sufficient.⁴³

Where notice is required by statute to be given to a particular officer, notice given to a deputy in his office, during business hours, especially where communicated to the officer, is sufficient.⁴⁴

§ 2811. Actual notice.

Notice to a municipality is of two kinds, actual and constructive. Actual knowledge is "simply knowledge on the part of the corporation, acquired either by personal observation or by communication from third persons, of that condition of things which is alleged to constitute the defect."⁴⁵ Such notice is no more potent or effective, however, than constructive notice. The effect of actual knowledge of an unlawful obstruction in a street, which might occasion injury to persons lawfully therein, is not lessened because the municipality may not have known that the obstruction was in fact dangerous.⁴⁶

§ 2812. Same—statutes requiring "actual" notice.

Actual notice, as distinguished from constructive, is expressly required by some statutes and charter provisions,⁴⁷

40. *Bill v. Norwich*, 39 Conn. 222.

41. *Casey v. Auburn Tel. Co.*, 131 N. Y. S. 1.

42. *Sprague v. Rochester*, 159 N. Y. 20, 53 N. E. 697. But see *Touhey v. Rochester*, 71 N. Y. S. 661, 64 App. Div. 56.

43. *Elias v. Rochester*, 63 N. Y. S. 712, 49 App. Div. 597.

44. *Stockton Automobile Co. v. Confer*, 154 Cal. 42, 97 Pac. 881.

45. *Williams, Munic. Liability for Tort*, § 125.

Knowledge gained by an officer in his individual capacity must be imputed to the municipality. *Canfield v. East Stroudsburg*, 19 Pa. Super. Ct.

649. But knowledge of the previous presence of a stone near a telegraph pole where it was not dangerous to travelers does not impute notice where the stone was subsequently removed into the driveway. *Orser v. New York*, 193 N. Y. 537, 86 N. E. 523.

46. *Rehberg v. New York*, 91 N. Y. 137, 144, 43 Am. Rep. 657.

47. *Gregorious v. Corning*, 125 N. Y. S. 534, 140 App. Div. 701.

California statute requires twenty-four hours or more notice to superintendent of streets. *Stockton Automobile Co. v. Confer*, 154 Cal. 402, 97 Pac. 881.

especially as applied to defects caused by snow and ice.⁴⁸ And such provisions have been almost universally upheld as valid.⁴⁹ Thus, in *Maine*, twenty-four hours actual notice of the defect or want of repair, before the accident, is necessary;⁵⁰ and under such statute, knowledge of a *cause likely to produce* defective ways, such as a storm, is not knowledge of the condition of the way at the place of the accident.⁵¹

However, such provisions as these do not require notice where the original negligence is that of the municipality.⁵²

If a statute provides that *actual* notice must be given to one of certain designated officers, it is not sufficient to show that one of such officers knew or should have known of the defect by personal observation.⁵³

48. *McNally v. Cohoes*, 127 N. Y. 350, 27 N. E. 1043; *Sayfaus v. Rochester*, 113 N. Y. S. 840; *Kleye v. Oswego*, 95 N. Y. S. 879, 109 App. Div. 330; *Tarba v. Rochester*, 58 N. Y. S. 755, 41 App. Div. 188.

49. Legislature may require ten days' written notice prior to accident as a condition precedent to right of recovery. *Schigley v. Waseca*, 106 Minn. 94, 118 N. W. 259, reviewing cases at length, and holding such a provision could be put in a home rule charter.

Statute requiring written notice of the defect is not unconstitutional as depriving a person injured of a legal remedy for a wrong. *MacMullen v. Middletown*, 187 N. Y. 37, 79 N. E. 863.

Charter provisions barring the right to recover if there has not been written notice of the defect a certain number of days before the injury, are valid. *Forsyth v. Saginaw*, 158 Mich. 201, 122 N. W. 523.

However, a charter provision requiring actual notice "twenty-four hours before such injury is sustained" has been held to be unreasonable and void in a state where the right to sue for injuries from defective streets is a common law right. *Born v. Spokane*, 27 Wash. 719, 68 Pac. 386.

50. *Knowlton v. Augusta*, 84 Me. 572, 24 Atl. 1039; *Haines v. Lewiston*, 84 Me. 18, 24 Atl. 430; *Bradbury v. Lewiston*, 95 Me. 216, 49 Atl. 1041.

Under the *Maine* statute, the fact that a street commissioner directed a subordinate to construct a walk does not of itself charge the commissioner with "actual notice"

of defective construction. *Emery v. Waterville*, 90 Me. 485, 38 Atl. 534.

51. *Gurney v. Rockport*, 93 Me. 360, 45 Atl. 310.

Maine. "One of the officers named must now receive 24 hours' actual, not constructive, notice, and it must be of the identical defect which caused the injury. Such actual notice may be proved by direct or circumstantial evidence; that is, by information of the existing facts conveyed to the party to be notified, or by circumstances showing personal knowledge on his part. Being a conclusion of fact, it may be established by all grades of competent evidence; but established it must be before the injured party can maintain his action." *Abbott v. Rockland*, 105 Me. 147, 73 Atl. 865.

Notice of a cause which might produce a defect is insufficient. *Bradbury v. Lewiston*, 95 Me. 216, 49 Atl. 1041.

To same effect, under *Massachusetts* statute not now in force, see *Billings v. Worcester*, 102 Mass. 329, 3 Am. Rep. 460.

Question for jury. When the testimony is oral or the proof of actual notice is circumstantial, the question whether there has been actual notice is for the jury; and the jury may properly find that notice of a steam engine and boiler in the street used to hoist material into a building included the common knowledge that the engine would emit steam and thereby produce noise. *Ham v. Lewiston*, 94 Me. 265, 47 Atl. 548.

52. § 2808. *ante*.

53. *McNally v. Cohoes*, 6 N. Y. S. 842, 53 Hun, 202.

§ 2813. Constructive notice.

Notice such as to bind the municipality need not be actual notice but may be constructive notice.⁵⁴ And if actual notice is pleaded, constructive notice may nevertheless be shown.⁵⁵ Furthermore, if a statute makes liability depend on "knowledge by or notice to" the municipality of the defect, it includes constructive as well as actual notice.⁵⁶

Constructive notice means notice which the law imputes from the circumstances of the case, and is based on the theory that negligent ignorance is no less a breach of duty than wilful neglect,⁵⁷ and that negligence in not knowing of the dangerous condition may be shown by circumstances.⁵⁸ The municipality is chargeable with notice of such defects as ordinary care and reasonable diligence would discover,⁵⁹ and the fact that the defect is open to common observation is constructive notice.⁶⁰ Stated in another way, if facts exist with which ignorance is not compatible, except on the assumption of failure to exercise reasonable official care, notice will be presumed.⁶¹

The circumstances of each case must determine whether constructive notice of the defect is to be attributed to the municipality,⁶² and hence constructive notice is ordinarily a question of fact for the jury.⁶³

§ 2814. Same—constructive notice based on length of time.

If the defect has existed for such a length of time that the municipality, in the exercise of ordinary care, ought to have discovered and remedied it, notice of the defect will be imputed to the municipality.⁶⁴ Notice will be imputed where the defect has existed a long time. This is elementary and undisputed.⁶⁵ The question is what is a "*long time*?" This

If actual notice is required by charter, mere opportunity of an officer to discover the defect while passing along, without evidence that he was on a tour of inspection or actually noticed the defect, is insufficient. *McManus v. Watertown*, 84 N. Y. S. 638, 88 App. Div. 361.

54. *McEnaney v. Butte*, 43 Mont. 526, 117 Pac. 893.

55. *Maki v. Cloquet*, 116 Minn. 17, 133 N. W. 80.

56. *Campbell v. Kalamazoo*, 80 Mich. 655, 45 N. W. 652.

57. *Whitfield v. Meridian*, 66 Miss. 570, 576, 6 So. 244, 4 L. R. A. 834, 14 Am. St. Rep. 596.

58. *Carrington v. St. Louis*, 89 Mo. 208, 213, 1 S. W. 240, 58 Am. Rep. 108.

59. *Nesbitt v. Greenville*, 69 Miss. 22, 10 So. 452, 30 Am. St. Rep. 521.

Continuing acts of children—chargeable with notice thereof. *Sutter v. Kansas City*, 138 Mo. App. 105, 119 S. W. 1084.

60. *Balls v. Woodward*, 51 Fed. 646.

61. *Dotton v. Alblon*, 50 Mich. 129, 15 N. W. 46.

62. *Whitfield v. Meridian*, 66 Miss. 570, 576, 6 So. 244, 4 L. R. A. 834, 14 Am. St. Rep. 596.

63. *Decatur v. Besten*, 169 Ill. 340, 48 N. E. 186.

64. Utmost diligence is not required. *Abbott v. Mobile*, 119 Ala. 595, 24 So. 565.

65. See local digests.

cannot be answered except to state that it is largely governed by the facts and circumstances of the particular case.⁶⁶ Usually, if the defect has existed long enough to be known by the people generally, it will be presumed that the municipal authorities knew thereof.⁶⁷ In determining what length of time will impute notice, regard should be had to the place where the defect is, whether much traveled or suburban;⁶⁸ the nature of the defect, whether it is one which cannot but be seen by all passers-by, or one so small as to be noticeable by a few only;⁶⁹ the apparent danger—whether very dangerous as apparent to every one or merely a possible but not probable source of danger; etc. For example, if one should dig a deep ditch across a sidewalk and in no way guard the excavation, so that every person would be obliged to go around the ditch or step over it, the danger is so great that a very few days time would impute notice to the municipality. So notice has been imputed in case of a coal hole open from early in the morning until noon,⁷⁰ although in case of most defects that length of time would not impute notice.

If the defect or obstruction is more or less continuous from day to day, notice thereof is sufficient to create liability although the *particular* defect or obstruction had existed only a short time. For instance, where the occupant of a building had been in the custom of raising the cover of a coal hole to let air into the cellar, every day for several weeks, the

66. *Ottawa v. Hayne*, 114 Ill. App. 21; *Young v. Webb City*, 150 Mo. 333, 51 S. W. 709; *Miller v. Canton*, 112 Mo. App. 322, 87 S. W. 96.

"On the question of notice implied from the continued existence of a defect, no definite or fixed rule can be laid down as to the time required, and it is usually a question for the jury on the facts and circumstances of each particular case, giving proper consideration to the character of the structure, its material, the time it has been in existence and use, the nature of the defect, its placing, and other considerations not necessary to be stated." *Bailey v. Winston*, 157 N. C. 252, 72 S. E. 966.

67. *Albrittin v. Huntsville*, 60 Ala. 486, 31 Am. Rep. 46; *Evansville v. Wilter*, 86 Ind. 414.

68. *Carrington v. St. Louis*, 89 Mo. 208, 1 S. W. 240, 58 Am. Rep. 108; *Jones v. Ogden City*, 32 Utah, 221, 89 Pac. 1006.

In *Scoville v. Salt Lake City*, 11 Utah, 60, 39 Pac. 481, it was said: "The question of notice is not alone determined from the length of time a defect has existed, but also from the nature and character of the defect, the extent of the travel, and whether it is a populous or sparsely settled part of the city."

69. "It is plain that a much shorter period of time would be required where the obstruction is, as here, prominently plain and visible, in a much frequented and public place, than if it were some slight defect half hidden from view and readily and easily overlooked both by the authorities and passers-by." *Monticello v. Kennard*, 7 Ind. App. 135, 140, 34 N. E. 454, and see *Reed v. Mexico*, 101 Mo. App. 155, 76 S. W. 53.

§ 2815, *post*.

70. *Harriman v. Boston*, 114 Mass. 241.

municipality is chargeable with notice of such continuing act, and cannot claim that the cover had not been raised long enough on the day of the accident to impute notice.⁷¹ So where the particular stones over which plaintiff fell had been placed there only a few hours before the accident, notice is imputed where other loads of stones had been left unguarded at the same place for several days.⁷² Furthermore, if the municipality has knowledge that a dangerous condition exists if a certain intended use is made, it need not have notice that such use was being made at the time of the accident.⁷³

In particular cases, governed largely by the circumstances of the case at bar, notice has been imputed where the defect has existed the following periods: three years;⁷⁴ two and a half years;⁷⁵ two years;⁷⁶ one year;⁷⁷ sixteen months;⁷⁸ six months;⁷⁹ four months;⁸⁰ three months;⁸¹ two months;⁸²

71. *Drake v. Kansas City*, 190 Mo. 370, 88 S. W. 689, 109 Am. St. Rep. 759.

72. *Vance v. Kansas City*, 123 Mo. App. 644, 100 S. W. 1101.

73. "Another matter presented by the appellant is that the city authorities had no notice that the trapdoors were opened at the time the accident occurred. This is true, as noted in the statement of the evidence which we have made above. The question, therefore, is this: If the city has knowledge of, and permits to exist, an opening and trapdoors in the sidewalk, which the city knows are dangerous whenever they are used in the manner for which they were built to be used, and ordinarily are used, then, in order to hold the city liable for injuries occurring by such use of such a dangerous opening, must it be shown that the city has knowledge that the dangerous thing is used at the particular time when the accident occurs? We think not. We are of the opinion that to so hold would be wholly unreasonable and illogical. If the dangerous thing exists for a given use, the city permitting it to so exist for such use, the city must presume that it will be so used. These trapdoors and this opening, in this case, were for a given use, and the city knew of that use; and the city certainly can not avoid liability by demanding that it be notified every time the dangerous

thing is put to the use intended and contemplated by its existence and construction." *Sweeney v. Butte*, 15 Mont. 274, 39 Pac. 286.

74. *Louisville v. Brewer's Adm'r*, 24 Ky. L. Rep. 1671, 72 S. W. 9.

75. *Cutcher v. Detroit*, 139 Mich. 186, 102 N. W. 629.

76. *Hitt v. Kansas City*, 110 Mo. App. 713, 85 S. W. 669.

77. *Colorado. Denver v. Murray*, 18 Colo. App. 142, 70 Pac. 440.

District of Columbia. Larmon v. District of Columbia, 5 Mackey (D. C.), 330.

Indiana. Evansville v. Wilter, 86 Ind. 414.

Nebraska. O'Loughlin v. Pawnee City, 88 Neb. 244, 129 N. W. 271.

Wisconsin. Crites v. New Richmond, 98 Wis. 55, 73 N. W. 322.

78. *Newport v. Miller*, 93 Ky. 22, 18 S. W. 835.

79. *Michigan City v. Boeckling*, 122 Ind. 39, 23 N. E. 518; *Brown v. Chillicothe*, 122 Ia. 640, 98 N. W. 502; *Knight v. Kansas City*, 113 Mo. App. 561, 87 S. W. 1192; *West v. Eau Claire*, 89 Wis. 31, 61 N. W. 313.

80. *Belvidere v. Crichton*, 81 Ill. App. 595.

81. *Mayfield v. Houghley*, 135 Ky. 532, 122 S. W. 838; *Lorence v. Ellensburg*, 13 Wash. 341, 43 Pac. 20, 52 Am. St. Rep. 42.

82. *Colorado. Denver v. Hyatt*, 28 Colo. 129, 63 Pac. 403.

Indiana. Valparaiso v. Chester (Ind. 1911), 96 N. E. 765.

one to four months;⁸³ one month;⁸⁴ six weeks;⁸⁵ five weeks;⁸⁶ two weeks;⁸⁷ ten days;⁸⁸ eight days;⁸⁹ four days;⁹⁰ three to twelve days;⁹¹ three days;⁹² two days;⁹³ ten hours.⁹⁴

On the other hand, defects which have existed for the following periods have been held not to have been in existence a sufficient time to impute notice in the particular case: four weeks;⁹⁵ four days;⁹⁶ one day and a half;⁹⁷ one day;⁹⁸ nine hours;⁹⁹ six hours;¹ three hours;² two hours and a half;³ one hour;⁴ thirty minutes.⁵

§ 2815. Same—latent defects.

If a defect in a street is a latent one, notice thereof will not be imputed to the municipality, provided the defect could not have been discovered by the exercise of ordinary care.⁶

Michigan. Hunter v. Durand, 137 Mich. 53, 100 N. W. 191.

Missouri. Market v. St. Louis, 56 Mo. 189.

Washington. Sutton v. Snohomish, 11 Wash. 24, 39 Pac. 273, 48 Am. St. Rep. 847; Austin v. Bellingham, 45 Wash. 460, 88 Pac. 834.

83. Devenish v. Spokane, 21 Wash. 77, 57 Pac. 340.

84. Chicago v. Major, 18 Ill. 349, 68 Am. Dec. 553; Apker v. Hoquiam, 51 Wash. 567, 99 Pac. 746.

85. Young v. Webb City, 150 Mo. 333, 51 S. W. 709; Warner v. Randolph, 45 N. Y. S. 1112, 18 App. Div. 458.

86. Philadelphia v. Smith, 23 Wkly. Notes Cas. (Pa.) 242, 16 Atl. 493.

87. Moriarty v. New York, 116 N. Y. S. 323, 132 App. Div. 10; Sweet v. Poughkeepsie, 78 N. Y. S. 60, 75 App. Div. 274; Foels v. Tonawanda, 27 N. Y. S. 113, 75 Hun, 363 (hole in sidewalk); Palestine v. Hassell, 15 Tex. Civ. App. 519, 40 S. W. 147.

88. Baxter v. Cedar Rapids, 103 Ia. 599, 72 N. W. 790; Straub v. St. Louis, 175 Mo. 413, 75 S. W. 100.

89. O'Hara v. Buffalo, 57 N. Y. S. 367, 39 App. Div. 443.

90. Ft. Wayne v. Duryee, 9 Ind. App. 620, 37 N. E. 299.

91. Naylor v. Salt Lake City, 9 Utah, 491, 35 Pac. 509.

92. Monticello v. Kennard, 7 Ind. App. 135, 34 N. E. 454; Briel v. Buffalo, 35 N. Y. S. 359, 90 Hun 93 (much used street).

93. See Cutter v. Des Moines, 137

Ia. 643, 113 N. W. 1081, where it was held a question for the jury.

94. Parsons v. Manchester, 67 N. H. 163, 27 Atl. 88 (pile of dirt in much traveled street).

95. Williams v. Carterville, 97 Ill. App. 160.

96. Corey v. Ann Arbor, 134 Mich. 376, 96 N. W. 477.

97. Brennan v. New York, 114 N. Y. S. 578, 130 App. Div. 267.

98. Warsaw v. Dunlap, 112 Ind. 576, 11 N. E. 623, 14 N. E. 568; McKee v. New York, 120 N. Y. S. 149, 135 App. Div. 829.

99. Portsmouth v. Houseman, 109 Va. 554, 65 S. E. 11.

1. Lewisville v. Batson, 29 Ind. App. 21, 63 N. E. 861.

Five hours as sufficient, see Klatt v. Milwaukee, 53 Wis. 196, 10 N. W. 162, 40 Am. Rep. 759.

2. Hazelrigg v. Frankfort, 29 Ky. L. Rep. 207, 92 S. W. 584; Portsmouth v. Lee, 112 Va. 419, 71 S. E. 630.

3. McFeeters v. New York, 92 N. Y. S. 79, 102 App. Div. 32.

4. Butler v. Oxford, 69 Miss. 618, 13 So. 626.

5. Miller v. Kansas City, 157 Mo. App. 533, 137 S. W. 998.

6. *Georgia.* Columbus v. Anglin, 120 Ga. 785, 48 S. E. 318.

Illinois. Powell v. Bowen, 92 Ill. App. 453.

Indiana. Bucher v. South Bend, 20 Ind. App. 177, 50 N. E. 412. See Kenyon v. Indianapolis, Wils. (Ind.) 129.

Kentucky. See Bell v. Henderson, 24 Ky. L. Rep. 2434, 74 S. W. 206.

While ordinary care must be exercised both as to patent defects and also as to latent defects,⁷ yet if there is no rea-

Massachusetts. See *Tilton v. Haverhill*, 203 Mass. 580, 89 N. E. 1040; *Brummett v. Boston*, 179 Mass. 26, 60 N. E. 388.

Missouri. See *Carvin v. St. Louis*, 151 Mo. 334, 52 S. W. 210.

New York. *Fox v. Manchester*, 183 N. Y. 141, 75 N. E. 1116, 2 L. R. A. (N. S.) 474; *Farrell v. New York*, 99 N. Y. S. 947, 113 App. Div. 687.

Pennsylvania. *Fitzpatrick v. Darby*, 184 Pa. 645, 39 Atl. 545.

Tennessee. *Jackson v. Pool*, 91 Tenn. 448, 19 S. W. 324.

"Where the defect is latent, not visible to ordinary inspection, implied notice of the defect will not be presumed and will not be charged against the city until something occurs from which notice may be presumed or implied." *Omaha v. Kochem*, 74 Neb. 718, 105 N. W. 182.

Notice should not be imputed where the defects are of recent origin, and particularly where they are concealed in any way. *Corbin v. Benton* (Ky. 1913), 152 S. W. 241.

In West Virginia, however, municipalities are liable even for latent defects. *Campbell v. Elkins*, 58 W. Va. 308, 52 S. E. 220, 2 L. R. A. (N. S.) 159.

7. *Anders v. West Union*, 131 Ia. 192, 108 N. W. 226.

Must use ordinary care to inspect, though defects are not open and notorious. *Chicago v. Gillett*, 108 Ill. App. 455.

Must examine sidewalks from time to time, and look after latent as well as patent defects. *Matthews v. Toledo*, 21 Ohio Cir. Ct. Rep. 69.

"This requires a reasonable vigilance in view of all the surroundings, and does not exact that which is impracticable. When the authorities have done that which is reasonable in this regard, they have discharged the entire obligation imposed by law. They are not bound to use all possible vigilance in inspection or in obtaining information." *Fremont v. Dunlap*, 69 Ohio, 286, 69 N. E. 561.

Latent defects make the municipality liable where there is neglect to make sufficiently frequent examinations of particular structures. *Chicago v. Gillett*, 91 Ill. App. 287.

In Illinois, the municipality is not relieved of the duty of inspection underneath a sidewalk of defects not apparent from the surface of the walk, where the sidewalk is not laid on the ground. In the very recent case of *Sherwin v. Aurora* (Ill. 1913), 100 N. E. 938, it is said: "In the case at bar the proof tended to show that under favorable climatic conditions the construction was of such a character as might be reasonably expected to last for 50 years. Yet the city was bound to take notice of the method of construction and the surrounding conditions and to anticipate the natural and ordinary result of climatic influences, and it was incumbent upon it to make sufficiently frequent examinations to ascertain whether the structure was becoming so deteriorated, through climatic or other natural influences, as to endanger the safety of the public. The space underneath this areaway was not used for any purpose except to afford light to the basement of the store building and to provide space for the steam pipes to pass through from the street to connect with the heating apparatus of the building. The owner was bound to afford access to the proper officer for the purpose of making an inspection, and there was no obstruction to prevent an examination from below. The jury were fully warranted in believing, from the evidence, that the defective condition had existed for a long time, and that the most casual examination would have disclosed the dangerous condition of the structure. Appellant cites and relies upon the case of *Buckley v. Kansas City*, 156 Mo. 16, 56 S. W. 319, a case in which the facts are almost identical with those here and in which the court held the city was not liable. The holding in that case is contrary to the rule in this state, and we decline to follow it."

The duty to keep sidewalks in ordinary repair includes the duty to examine not only the surface but also the supports of the walk. *Hammock v. Tacoma*, 44 Wash. 623, 87 Pac. 924.

son to suppose the existence of latent defects, they need not be searched for.⁸ The question is whether ordinary care, under the circumstances of the particular case, require the municipality to inspect, and if so how extensive must the inspection be? As to this matter, the courts are not entirely in harmony, and it is difficult, if not impossible, to say to what extent and when it is the duty of a municipality to look for defects.⁹ Thus, it cannot be said, as matter of law, that inspection of sidewalks once in every two weeks, by the street commissioner, followed by repairs found necessary by him, is reasonable care, since *no inflexible rule can be laid down in such a case*, because "the conditions are liable to be so different in relation to different walks, or different portions of the same walk, and so many contingencies are likely to arise, that it can only be determined from the situation and circumstances of each case whether reasonable care has been exercised in the premises."¹⁰

It is sometimes held that notice of defects will not be imputed unless so notorious as to be evident to all passers-by,¹¹

8. *Omaha v. Kochem*, 74 Neb. 718, 105 N. W. 182; *Lincoln v. Pirner*, 59 Neb. 634, 81 N. W. 846.

Need not search for latent defects but should be careful to observe them by the exercise of reasonable supervision. *Murdaugh v. Oxford Borough*, 214 Pa. 384, 63 Atl. 696.

Need not "seek for defects." *Yeager v. Berwick Borough*, 218 Pa. 265, 67 Atl. 347.

"Respecting the ordinary sidewalks, there is no such duty of substructure inspection as is imposed in case of bridges or other elevated ways. In the absence of actual notice, municipalities are only liable for such defects in sidewalks as are apparent, or are suggested by the appearances, or which are disclosed by a test in the nature of the ordinary use of such walks." *Hembling v. Grand Rapids*, 99 Mich. 292, 58 N. W. 310.

Loose sidewalk, where close investigation is required to discover defect. City not liable. *Cook v. Anamosa*, 66 Ia. 427, 23 N. W. 907.

Failure to examine the timbers of a culvert for twenty years not negligence. *Miller v. North Adams*, 182 Mass. 569, 66 N. E. 197.

9. As to wooden sidewalks, it is held, in Washington, that it is not enough that "the surface of the walk

appears sound. The walk as an entirety must be examined and kept in repair, if the city is to escape the charge of negligence. *Billings v. Snohomish*, 51 Wash. 135, 98 Pac. 107.

10. *Kellogg v. Janesville*, 34 Minn. 132, 24 N. W. 359.

11. *Hart v. Brooklyn*, 36 Barb. (N. Y.) 226; *Ralpho v. Moore*, 68 Pa. St. 404, 408, 8 Am. Rep. 202. See also *Otto Tp. v. Wolf*, 106 Pa. St. 608.

If the defect is one which escaped the observation of persons continually using the street, notice can not be imputed to the municipality. *Byrne v. Philadelphia*, 211 Pa. 598, 61 Atl. 80.

If not noticed by those constantly using the street, it may be presumed that the municipality had no notice of it. *Broburg v. Des Moines*, 63 Ia. 523, 19 N. W. 340, 50 Am. Rep. 756.

Only an ordinary inspection is required. *Indianapolis v. Ray* (Ind. App. 1912), 97 N. E. 795.

Defect must be so obvious that the municipal officers, in the exercise of a reasonable supervision, ought to have seen it. The officers need not make an examination of the walk by going upon and testing it to discover, if by the eye they could do so,

but if this is the true rule, then ordinary care imposes only a comparatively slight burden on the municipality. The better rule, it is believed, is that a greater duty to discover defects is imposed on the municipality than on passers-by.¹² However, if a municipality is put on notice as to patent defects, it is the duty of the municipality to investigate latent defects which an inspection or repair of the former would show.¹³ Likewise, attending conditions may be such as to call for special vigilance in attempting to ascertain if any latent dangers exist,¹⁴ as may the nature of the particular

whether it was defective. *Lohr v. Philipsburg*, 165 Pa. 109, 30 Atl. 822.

"The city was only chargeable with such knowledge of the method of construction of this coal hole, cover, and attachments as would be acquired by properly inspecting the same from the street. *Smith v. Mayor, etc.*, 15 Wkly. Dig. 103; *Hanscom v. City of Boston*, 141 Mass. 242, 5 N. E. 249. It was under no obligation, as a matter of law, to inspect the under side of the cover or attachments for fastening it below." *Matthews v. New York*, 80 N. Y. S. 360, 78 App. Div. 422.

12. *Joliet v. McCraney*, 49 Ill. App. 381; *Drake v. Kansas City*, 190 Mo. 370, 385, 88 S. W. 689, 109 Am. St. Rep. 759; *Squires v. Chillicothe*, 89 Mo. 226, 231, 1 S. W. 23; *Miller v. Canton*, 112 Mo. App. 322, 87 S. W. 96; *Short v. Spokane*, 41 Wash. 257, 83 Pac. 183.

"It certainly is not true that the city is charged with no greater duty or obligation to observe the condition of its walks, or to know of the existence of dangerous defects therein, than the ordinary citizen or traveler who has occasion to use them. On the contrary, these municipalities are under some measure of active duty in the matter of inspection, and of taking care to know that the streets, the care of which is imposed upon them by statute, do not become sources of danger to the traveling public. The traveler has the right to assume that the city has done its duty, and while he is himself subject to the rule which requires the exercise of reasonable care and watchfulness for his own safety, he is not required at his peril and as a matter of law to keep his eye glued to the sidewalk or to constantly

watch his footsteps to avoid stepping into holes or depressions therein, the existence of which has not come to his notice. He has a right to assume that the city has done its duty." *Platts v. Ottumwa*, 148 Ia. 636, 127 N. W. 990.

There is no duty, in Michigan, to inspect the substructure of sidewalks, in the absence of actual notice; but if the municipality has its attention called to a sidewalk as defective, a casual examination of the walk by an officer passing over it in the ordinary way that people go over sidewalks is insufficient. *Hunter v. Ithaca*, 141 Mich. 539, 105 N. W. 9.

13. § 2816, *post*.

14. "In the exercise of reasonable diligence, for want of which the liability of cities and towns is made to depend under Rev. Laws, c. 51, §§ 1, 18, where it appears that natural causes are known, or from information ought to be recognized as in operation from the method of construction, and which probably will render the way unsafe, the duty devolves upon the municipality to take every suitable precaution to guard against the danger." If however, where neither from the method of original construction, nor the length of time during which a public way has been in use, there are no superficial indications of any defect, or any reasonable ground to apprehend that, through structural changes beneath the surface due to the subsidence of culvert, bridges, drains, or sewers, which may have become out of repair, the roadbed may suddenly give way, causing injuries to travelers, the duty of reasonable supervision is not as matter of law shown to have been neglected, and the city or town is not legally chargeable with

place.¹⁵ Moreover, the municipality must take notice of the certain tendency of wooden sidewalks or crosswalks too *decay*,¹⁶ although it is impossible to state just when the duty to inspect comes into being.¹⁷ Thus, in Missouri, it has been

notice of concealed conditions which may render the way unsafe." *Bleistine v. Chelsea*, 204 Mass. 105, 90 N. E. 526.

Subway. "The known fact that excavation was going on underneath called for special vigilance on the part of the representatives of the city to ascertain whether the irregularities in the surface of the pavement were such as would expose travelers to danger." *Connelley v. Boston*, 206 Mass. 4, 91 N. E. 998.

15. "This kind of a case is clearly distinguishable from cases involving the duty to inspect and keep in safe condition coal holes and trapdoors in sidewalks and bridges and culverts within the city limits. In these latter cases the nature of the place demands a higher degree of care and vigilance, and more frequent inspection, than is required for the ordinary walk or street crossing." *Miller v. Mulhan*, 17 Idaho, 28, 104 Pac. 660.

16. *Alabama.* *Montgomery v. Comer*, 155 Ala. 422, 46 So. 761.

District of Columbia. *Sherwood v. District of Columbia*, 3 Mackey (D. C.), 276, 51 Am. Rep. 776.

Illinois. *Wheaton v. Hadley*, 30 Ill. App. 564, aff'd in 131 Ill. 640, 23 N. E. 422; *Farmington v. Wallace*, 134 Ill. App. 366, 369.

Indiana. *Indianapolis v. Scott*, 72 Ind. 196.

Kentucky. *Louisville v. Lambert* (Ky.), 116 S. W. 261.

Minnesota. *Furnell v. St. Paul*, 20 Minn. 117.

See also *Chenoa v. Kramer*, 109 Ill. App. 85; *Mattoon v. Worland*, 97 Ill. App. 13; *Aslen v. Charlotte*, 54 N. Y. S. 754, 35 App. Div. 625.

Well in street, covered with wooden platform on which brick sidewalk was laid. No repairs or examination were made for nine years. The platform gave way when plaintiff was using the pump. Municipality held liable. *Sherwood v. District of Columbia*, 3 Mackey (D. C.), 276, 51 Am. Rep. 776.

17. "It is common knowledge that the board sidewalks used in the vil-

lages and most of the cities of this state will rot and decay in course of time, but the length of time in which they will become dangerous and unsafe is so indefinite and uncertain, and subject to so many influences, either advancing or retarding the process of decay, that no reasonable estimate can be made as to the specific time at and after which a walk will become unsafe. Climatic conditions are so different at different localities, and also different walks are constructed in different ways." *Miller v. Mulhan*, 17 Idaho, 28, 104 Pac. 660.

Decayed sidewalks. "If this court should hold that the municipalities of this state are chargeable with notice of the time when and conditions under which a woden sidewalk or cross-walk ceases to be safe for pedestrians on account of age and use where no patent or obvious defect is apparent, it would subject them to a hazard, care, and expense that but few of them could afford. *Weisse v. Detroit*, 105 Mich. 482, 63 N. W. 423; *Bucker v. South Bend*, 20 Ind. App. 177, 50 N. E. 412. If, on the contrary, a walk has been used for so long that it is in a general state and condition of decay and disrepair, and is allowed to remain in such condition, notice of such condition will be imputed to the municipality, and if so bad as to be dangerous, such failure to repair or improve it will become negligence. In order to impose liability in such cases as this the condition of the walk must be such that danger may reasonably be apprehended at any time, and therefore reasonable diligence and prudence would require that it be guarded against." *Miller v. Mulhan*, 17 Idaho, 28, 104 Pac. 660.

"The learned judge, calling the jury's attention to the testimony that a pavement of hemlock boards, such as this was, would not last, ordinarily, over four to six years, said that the chairman of the street committee and the chief of police (whose duty it was, by ordinance, to look after

held that where the usual or natural life or period of duration or safety of glass sidewalks, set in iron frames, is not shown, it cannot be said as matter of law that notice should be imputed of the unsafety of such a walk after it has been in existence ten years.¹⁸

§ 2816. Same—notice of one or general defect as notice of other or special defects.

If the municipality has notice, actual or constructive, of general defects in a particular sidewalk,¹⁹ its liability does

the sidewalks), were presumed to know this fact, and 'it was their duty to exercise proper supervision or make proper examination of this pavement, by going upon and testing it, to discover, if by the eye they could do so, whether the pavement was defective or not.' This was holding the borough to too stringent a rule of responsibility. It was in fact applying to it the measure of duty laid down for an employer, in not only furnishing safe tools to his workmen, but in knowing their liability to decay, and in replacing them at the proper time. *Baker v. Railroad Co.*, 95 Pa. St. 211. But there is a clear distinction to be taken between the duties in the two cases. That of the master is primary and absolute—to know and to do—while that of the borough or any municipality, as to sidewalks, is secondary and supplemental—to see that the property owner makes and maintains a safe pavement; and its breach of duty is not in failing to do the work, but in failing to compel the owner to do it. It is entitled, therefore, to notice, actual or implied, of the existence of the defect. This is the settled rule, even as to defects in the street, where the duty to keep in repair is primary and mandatory. The charge of the learned judge would require the borough to know how long every pavement had been laid, and to keep informed of what repairs the owner had made upon it; in short, to seek for defects. The law only requires that it shall be vigilant to observe them when they become observable to an officer exercising reasonable supervision. The difference is not one of mere words, but one of great practical importance, for it is always easy to show after an accident how the defect might have been

found if it had been sought for; and to tell a jury that it is the *duty of the municipality to seek* is to give them opportunity, which few hesitate to take, to make municipalities insurers against accidents of all kinds in the streets." *Lohr v. Philipsburg*, 156 Pa. 246, 27 Atl. 133.

18. *Buckley v. Kansas City*, 156 Mo. 16, 56 S. W. 319, which is disapproved in *Sherwin v. Aurora* (Ill. 1913), 100 N. E. 938.

19. *California*. *Heath v. Manson*, 147 Cal. 694, 82 Pac. 331.

Illinois. *Aurora v. Hillman*, 90 Ill. 61.

Iowa. *Evans v. Iowa City*, 125 Ia. 202, 100 N. W. 1112. See *Carter v. Monticello*, 68 Ia. 178, 26 N. W. 129.

Masachusects. *Noyes v. Gardner*, 147 Mass. 505, 18 N. E. 423, 1 L. R. A. 354.

Michigan. *Strudgeon v. Sand Beach*, 107 Mich. 496, 65 N. W. 616; *Fuller v. Jackson*, 92 Mich. 197, 52 N. W. 1075.

Nebraska. *Northdruff v. Lincoln*, 66 Neb. 430, 92 N. W. 628, 96 N. W. 163.

Wisconsin. *Viellesse v. Green Bay*, 110 Wis. 160, 85 N. W. 665; *Ripon v. Bittel*, 30 Wis. 614; *Weisenberg v. Appleton*, 26 Wis. 56, 7 Am. Rep. 89.

But compare *Ruggles v. Nevada*, 63 Ia. 185, 18 N. W. 866, where question whether the witness "noticed the walk was out of repair in that locality, near where she got hurt, prior to the time of her injury," was held improper.

Notice of condition at particular point where accident occurred need not be shown where notice of condition of all the walk on which the accident occurred is shown. *Wood v. Omaha*, 87 Neb. 213, 127 N. W. 174.

Knowledge of municipality that

not depend on notice of the particular defect which caused the injury. But it has been well said that "in order to charge, as matter of law, a corporation with notice of a particular defect from its knowledge of the existence of a general one, the first should be of the same character with the latter or, at least, so related to it that the particular defect is a usual concomitant of the general one. * * * If, however, the general defect known to the village was not of a character to make the walk unsafe, or was of a character totally unlike that which caused the injury, so that the existence of one afforded no presumption of the existence of the other, there is no sound principle which requires notice of one to constitute, as matter of law, notice of the other."²⁰ Notice of a particular defect different in kind and in no way related to the one that produced the injury, and not contributing thereto, is insufficient.²¹ And it has been properly held that notice of the general slippery condition of all the walks in the municipality, due to snow and rain, is not notice of the unsafe condition at a particular point.²²

The theory of this general rule is that if the municipality has notice, actual or constructive, of a defect in a street, and it neglects to repair it within a reasonable time, the municipality is charged with notice of what other defects would have been discovered if ordinary care had been exercised in making the repairs,²³ although there is some authority to the contrary.²⁴

entire walk is in a dangerous condition is notice of absence of plank, where cause of injury. *Grattan v. Williamston*, 116 Mich. 462, 74 N. W. 668.

Need not have notice of defect in the very board in the walk that caused the accident. *Huff v. Marshall*, 97 Mo. App. 542, 71 S. W. 477; *Platts-mouth v. Mitchell*, 20 Neb. 228, 29 N. W. 593.

Notice of condition arising from particular rain need not be shown where unsafety resulted from all rains. *Milledge v. Kansas City*, 100 Mo. App. 490, 74 S. W. 892.

But notice of bad condition of nearby sidewalks held not notice of bad condition of cross-walk. *Dundas v. Lansing*, 75 Mich. 499, 42 N. W. 1011, 5 L. R. A. 143, 13 Am. St. Rep. 457, Justice Morse dissenting.

20. *Shelby v. Clagett*, 46 Ohio St. 549, 22 N. E. 407, 5 L. R. A. 606.

21. *Northdruff v. Lincoln*, 66 Neb. 430, 92 N. W. 628, 96 N. W. 163;

Omaho v. Kochem, 74 Neb. 718, 105 N. W. 182.

22. *Clark v. District of Columbia*, 3 Mackey (D. C.), 79.

Notice of a loose plank in a sidewalk, without specifying the location, is not notice. *Rogers v. Orion*, 116 Mich. 324, 74 N. W. 463.

23. Constructive notice, from length of time, of the existence of a dangerous depression caused by a sewer caving in, includes notice of defects in other parts of the sewer which would have been discovered if ordinary care had been used in repairing the original break. *Dallas v. McAllister* (Tex. Civ. App.), 39 S. W. 173.

24. "Knowledge of one defect is not to be inferred by neglect to repair another." *Fuller v. Jackson*, 82 Mich. 480, 46 N. W. 721, where it was held that notice of a hole in a sidewalk was not notice of a defect in the board in the sidewalk.

“If there are apparent and obvious defects so near and closely related to a condition which is apparently safe, but in fact defective, that an investigation of the former would lead to a knowledge of the latter, then it may be said that the city should take notice of such latter defect. Whether such conditions do or do not exist, and what effect they would have in determining that knowledge of one defect would necessarily lead to knowledge of another, are ordinarily questions of fact to be submitted to the jury.”²⁵

Under the Maine statute requiring *actual* notice, the notice, must be of the identical defect which caused the injury, and notice of another defect or of the existence of a cause likely to produce the defect is insufficient.²⁶

§ 2817. Rules as to notice applied to snow and ice.

Where the cause of injury is snow or ice, the rule that there must be actual or constructive notice of the dangerous condition applies the same as in case of other obstructions or defects,²⁷ with the same exception that no notice is necessary where the accumulation is caused by acts of municipal officers.²⁸ But the mere fact that the municipality knows of a heavy fall of snow, or a freeze after a thaw, does not ordinarily include notice of particular danger at any point. In such case it seems there must be actual or constructive notice of the particular defect or obstruction.²⁹ However, if a cause over which the municipality has control, and likely to pro-

25. *Dallas v. Moore*, 32 Tex. Civ. App. 230, 74 S. W. 95.

“The degree of diligence required of officers of a town or city in watching the way, and guarding against defects, depends, in some measure, upon the character of the way. If there are known causes in operation likely to produce defect in the way, the diligence required is greater than might be sufficient under other conditions. It is reasonable that the officers should keep a more watchful eye over such a way in order to guard against danger. When, therefore, a defect is produced by some known permanent cause which would naturally create the defect, the existence of such cause may properly be considered by the jury in determining whether the officers of the town or city might have had notice of the defect by the exercise of proper care and diligence.” *Olson v. Worcester*, 142 Mass. 536, 8 N. E. 441.

Thus, if the pavement is in such

condition that ice and snow thereon will make it dangerous, and the municipality has notice of such condition, a fall of snow is immediate notice that the pavement at that point is in a dangerous condition. *Corts v. District of Columbia*, 7 Mackey (D. C.), 277.

26. *Smyth v. Bangor*, 72 Me. 249. § 2812, *ante*.

27. *Ransom v. Belvidere*, 87 Ill. App. 167; *Stanke v. St. Paul*, 71 Minn. 51, 73 N. W. 629. See also *District of Columbia v. Frazer*, 21 App. (D. C.) 154.

28. *Muncie v. Hey*, 164 Ind. 570, 74 N. E. 250.

29. Notice of a cause likely to produce injury, such as a great fall of snow likely to produce drifts, is not actual notice of the particular defect (a drift of snow at a particular place) which caused the injury. *Gurney v. Rockport*, 93 Me. 360, 45 Atl. 310.

duce injury, is known to the municipality, it is generally held that it includes notice of natural and probable consequences thereof.³⁰

Some statutes and charters require *actual* notice to the municipality of dangerous obstructions or defects resulting from snow and ice,³¹ but if there is no such provision, actual, as distinguished from constructive, notice is not necessary; and if an accumulation of snow and ice on sidewalks such as to constitute a dangerous obstruction is allowed to remain an unreasonable length of time, notice is imputed to the municipality.³² If an ordinance makes it the duty of municipal officers to remove snow that has remained on the sidewalk a certain number of hours, notice cannot be imputed until after the expiration of such number of hours.³³

Where not regulated by charter or statutes, notice has been imputed where the defective condition had existed a week to ten days,³⁴ and nine days;³⁵ but the time has been held insufficient where only five days,³⁶ three days,³⁷ a day or two;³⁸ afternoon to seven o'clock at night,³⁹ or less elapse.⁴⁰ Statutes in Wisconsin preclude liability for injuries from snow and ice unless the accumulation has existed for three weeks.⁴¹

§ 2818. Question of fact.

While generally the jury should determine, as a question of fact, whether a municipality has notice, yet where the facts are undisputed, and but one reasonable inference can be drawn from them, the question is one for the court to decide.⁴²

30. *Munice v. Hey*, 164 Ind. 570, 74 N. E. 250 (notice of water conductor throwing water on sidewalk includes notice of ice which would naturally form on the sidewalk in freezing weather).

31. § 2812, *ante*.

32. *Todd v. Troy*, 61 N. Y. 506.

33. *McAllister v. Bridgeport*, 72 Conn. 733, 46 Atl. 552.

34. *Masters v. Troy*, 3 N. Y. S. 450, 50 Hun, 485.

35. *Fortin v. Easthampton*, 145 Mass. 196, 13 N. E. 599.

36. *Corey v. Ann Arbor*, 134 Mich. 376, 96 N. W. 477.

37. *Smith v. Brooklyn*, 36 Hun (N. Y.), 224.

38. *Davis v. Kingston*, 5 N. Y. S. 506, 52 Hun, 615.

39. *Springer v. Philadelphia (Pa.)*, 12 Atl. 490.

40. As a matter of law, notice of the icy condition of a sidewalk will not be imputed to a municipality where the ice was due to a freeze at night and the injury occurred before eight o'clock the next morning. *Lelpsic v. Gerdeman*, 68 Ohio St. 1, 67 N. E. 87.

41. *Byington v. Merrill*, 112 Wis. 211, 88 N. W. 26.

42. *Bell v. Henderson*, 24 Ky. L. Rep. 2434, 74 S. W. 206; *Hazelrigg v. Frankfort*, 89 Ky. L. Rep. 207, 92 S. W. 584; *Harrodsburg v. Sallee*, 142 Ky. 829, 135 S. W. 405; *Boender v. Harvey*, 251 Ill. 228, 95 N. E. 1084; *Corbin v. Benton (Ky. 1913)*, 152 S. W. 241.

9. CONTRIBUTORY NEGLIGENCE.

§ 2819. Scope of subdivision.

Lack of space, the fact of the great number of decisions supporting rules of law as to which there is no dispute at present, and the existence of a large number of decisions where the only question was whether the evidence as to contributory negligence was sufficient to go to the jury, induces the curtailing of this subdivision by omitting long lists of decisions supporting well settled rules, and also to some extent fact cases which would be of very little value, if any, as authorities, because limited to the set of facts in the particular case.

§ 2820. Contributory negligence is defense.

Like other actions based on negligence, contributory negligence of the plaintiff is a defense whether the right to sue is based on common law or statutory provisions.⁴³ To constitute contributory negligence there must be a want of ordinary care on the part of the plaintiff, and a proximate connection between that and the injury.⁴⁴ The contributory negligence is a defense whether it occurred before or after the beginning of the series of events resulting in the injury.⁴⁵ However, the right of one injured because of the defective condi-

43. *Dehaven v. Danville Gaslight Co.* (Ky. 1912), 150 S. W. 322; *Owings v. Jones*, 9 Md. 108; *Fallon v. Boston*, 3 Allen (Mass.), 38; *Beatty v. Gilmore*, 16 Pa. 463, 55 Am. Dec. 514.

Charter provision imposing liability does not preclude defense. *Giffen v. Lewiston*, 6 Idaho, 231, 55 Pac. 545.

"As was well said by Lord Ellenborough, C. J.: 'A party can not cast himself upon an obstruction which has been made by the fault of another, and avail himself of it, if he do not himself use common and ordinary caution to be right. * * * One person being in fault will not dispense with another's using ordinary care for himself. Two things must concur to support this action—an obstruction in the road by the fault of the defendant, and no want of ordinary care to avoid it on the part of the plaintiff.'" *Wheat v. St. Louis*, 179 Mo. 572, 78 S. W. 790, 64 L. R. A. 292.

Loading of wagon. The contributory negligence may consist in the careless loading of a wagon. *Lock-*

port v. Licht, 221 Ill. 35, 77 N. E. 581.

Shying of horse. There is no contributory negligence in case of a horse reasonably safe and gentle, momentarily shying at some object, where the loss of control is only momentary. *Rucker v. Huntington*, 66 W. Va. 104, 66 S. E. 91, and see § 2854, *post*.

Scuffling. Injured while scuffling. City not liable. *Swords v. West Brownsville*, 233 Pa. 533, 82 Atl. 780.

Acquiescence in careless driving. If the owner and occupant of a rig driven by another, knows that the horse is being driven in a negligent manner, but nevertheless acquiesces therein, he is guilty of negligence. *Canter v. St. Joseph*, 126 Mo. App. 629, 105 S. W. 1.

44. *Beach*, Contributory Neg., § 7.

45. Driver of horse was bound "to use ordinary care as well after as before the horse began to run, in consequence of the defect in the road." *Brooks v. Petersham*, 16 Gray (Mass.), 181, 184.

tion of a street, to recover, is in nowise affected by the fact that his own conduct contributed to the injury, unless *some fault* could be imputed to such conduct.⁴⁶

This question of what is contributory negligence is affected, to some extent at least, by statute in some states. Thus, in South Carolina, one injured cannot recover if he has "in any way brought about any such injury or damage by his or her negligent act *or negligently contributed to.*"⁴⁷ Under this statute, contributory negligence need not be the proximate cause of the injury, in order to bar a recovery.⁴⁸

§ 2821. Ordinary care is test.

The degree of care which one must use on the highways, to preclude the defense of contributory negligence, is ordinary or reasonable care.⁴⁹ Such care is that which an ordinarily intelligent and prudent man would exercise under like circumstances,⁵⁰ and consequently the determination of the question

46. *Western Union Tel. Co. v. Eyser*, 2 Colo. 141; *Rome v. Dodd*, 58 Ga. 238; *Centerville v. Woods*, 57 Ind. 192; *Wyandotte v. White*, 13 Kan. 191, 195.

47. Code, S. C. 1902, § 2023.

48. *McFail v. Barnwell County*, 57 S. C. 294, 35 S. E. 562, construing an identical provision relating to liability of counties.

49. *Alabama*. *Lord v. Mobile*, 113 Ala. 360, 21 So. 366.

Colorado. *Denver v. Monroe* (Colo. App. 1912), 121 Pac. 684.

Kentucky. *Burnside v. Smith* (Ky.), 119 S. W. 744; *Bellevue v. England* (Ky.), 118 S. W. 994.

Missouri. *Ryan v. Kansas City*, 232 Mo. 471, 134 S. W. 566, 985; *Combs v. Kirksville*, 134 Mo. App. 645, 114 S. W. 1153.

South Carolina. *Corry v. Columbia*, 88 S. C. 553, 71 S. E. 49.

Virginia. *Bedford City v. Sitwell*, 110 Va. 296, 65 S. E. 471.

"The same standard of care is required of both the traveler and the municipality, and is such as the surrounding circumstances seem to require, and not such as men usually exercise in their daily affairs." *Rhyner v. Menasha*, 107 Wis. 201, 83 N. W. 303.

"The law does not require the plaintiff in an action for personal injuries to be absolutely free from any negligence whatever in order to recover, for such a requirement

would impose upon him a duty of exercising extraordinary care and prudence, which is not the standard by which his negligence is measured. All the law requires of the plaintiff in such cases is the exercise of ordinary care under the circumstances surrounding him, and this he may do although he may be guilty of some slight negligence in the broadest sense of that term." *Cowie v. Seattle*, 22 Wash. 659, 62 Pac. 121.

"Due" care not same as "ordinary" care. *San Antonio v. Talerico* (Tex. Civ. App.), 78 S. W. 28.

Degree of negligence. So far as contributory negligence is concerned, there are no degrees of negligence, and hence it is error to instruct that "slight negligence" will not bar a recovery. *Valparaiso v. Schwerdt*, 40 Ind. App. 608, 613, 82 N. E. 923.

Driver of a fire engine is subject to the same rules as to avoiding danger, as other individuals, except that he is entitled to the right of way. *Carswell v. Wilmington*, 2 Marv. (Del.) 360, 43 Atl. 169, and see § 2823, *post*.

50. *Wood v. Bridgeport*, 143 Pa. 167, 22 Atl. 752; *Ft. Worth v. Johnson*, 84 Tex. 137, 19 S. W. 361.

"This charge instructed the jury in effect that the city would not be liable unless a person of ordinary prudence and diligence would reasonably believe that the loose plank would trip and injure a traveler ex-

all depends on attending circumstances.⁵¹ "More than ordinary care" need not be used.⁵²

Generally, it is held that the *amount* of care to be used by travelers to ascertain the existence of defects is not as great as is required of the municipality to ascertain the same defects.⁵³

§ 2822. Same—amount of care distinguished from degree of care.

In no case is a traveler required to exercise a "higher degree of care" than in other cases, since ordinary, *i. e.*, reasonable, care is always the test.⁵⁴ This degree of care never changes. Statements in the decisions that greater care is required under certain circumstances than under others simply mean that an ordinarily prudent person, under such circumstances, would exercise a greater *amount* of care, and in no way affect the rule that ordinary or reasonable care is always the *degree* of care required. The *degree* of care re-

exercising ordinary care in passing over the same. In this respect the charge was too restrictive. The test is not whether such a person would reasonably believe the loose plank would produce this particular injury, but some such injury as alleged." *Rockwall v. Heath* (Tex. Civ. App.), 90 S. W. 514.

51. *Yeager v. Spirit Lake*, 115 Ia. 593, 88 N. W. 1095.

"A person using the streets of a city is only required to exercise ordinary care to avoid accident. But 'ordinary care' is not an absolute, but a relative term, the standard of which is necessarily variable, and is influenced and controlled by the extraneous circumstances surrounding the particular transaction. No fixed rule can be formulated for all cases. What might be regarded as the exercise of ordinary care under some circumstances would under others constitute gross negligence. *Newport News, etc. Ry. Co. v. Bradford*, 99 Va. 117, 37 S. E. 807." *Winchester v. Carroll*, 99 Va. 727, 40 S. E. 37.

52. *Beardstown v. Smith*, 150 Ill. 169, 37 N. E. 211; *Langhammer v. Manchester*, 99 Ia. 295, 68 N. W. 688; *Chicago v. Gillett*, 108 Ill. App. 455; *Moore v. Richmond*, 85 Va. 538, 8 S. E. 387.

53. "It was proper for the court

to tell the jury that, while a traveler upon the highway must use ordinary care and diligence, still this duty upon him might not in all cases require him to be actively alert to see whether the city had left the highway in a dangerous condition, especially where the danger was not patent; but the duty of exercising this same degree of diligence might require the city to be actively alert to discover and remedy such a defect." *Cordele v. Jeter*, 9 Ga. App. 348, 71 S. E. 589.

While the city and the passer are both required to exercise ordinary diligence, the duty of keeping its streets and sidewalks in repair rests upon the city, and therefore ordinary diligence on the part of one who passes along a sidewalk does not imply a like degree of vigilance in foreseeing danger and guarding against it. The argument, therefore, that if the city could have known of the danger of this defective sidewalk, the plaintiff also could have known of it, is not sound. *Wilson v. Atlanta*, 63 Ga. 291, followed in *Idlett v. Atlanta*, 123 Ga. 821, 51 S. E. 709.

§ 2815, *ante*.

54. *Kelley v. Kansas City*, 153 Mo. App. 484, 133 S. W. 670.

Contra, see *Henry v. New York*, 104 N. Y. S. 440, 119 App. Div. 432.

quired of persons using the street never changes while the *amount* of care required may depend on circumstances.⁵⁵

§ 2823. Same—amount of care as dependent on circumstances.

The amount of care which a traveler must use to avoid being guilty of contributory negligence depends largely on circumstances. It is self-evident that more care is necessary under certain circumstances than under other circumstances, *i. e.*, that an ordinarily prudent man would be more careful at one time than another.⁵⁶ For instance, an ordinarily prudent person exercises more care if he has *knowledge* of a dangerous defect in the street than if he has no such knowledge, and hence ordinary care in such cases requires more care than if the traveler had no knowledge.⁵⁷ Likewise, more care is required at night time than in the day;⁵⁸ on a crosswalk than on a sidewalk;⁵⁹ on an icy or slippery walk or pavement than on others;⁶⁰ in walking on the driveway as compared with the sidewalk;⁶¹ etc. So a greater amount of care is necessary where the traveler is blind, aged so as to be infirm, crippled, or the like.⁶² So it has been held that greater care is necessary where the sidewalk is a temporary one constructed while building operations are going on.⁶³ But it has been held that the fact that excavations are being made in a street, in the course of improving it, does not necessarily require a traveler crossing the street to use greater care than when walking on the sidewalk, since he has a right to assume that if the street was not safe for travel it would not be

55. *Schindler v. Scroth*, 146 Cal. 433, 80 Pac. 624; *Hanlon v. Keokuk*, 7 Ia. 488, 74 Am. Dec. 276; *Keith v. Worcester & B. V. St. R. Co.*, 196 Mass. 478, 82 N. E. 680.

56. "The driver of a loaded wagon going down grade upon a sleety pavement, and with brakes coated with ice, should proceed at a more moderate speed and with more caution than would be required under ordinary circumstances." *Colbourn v. Wilmington*, 4 Penn. (Del.) 443, 56 Atl. 605.

57. § 2826, *post*.

58. § 2829, *post*.

The absence of lights may be important on the question of contributory negligence. *Herndon v. Salt Lake City*, 34 Utah, 65, 95 Pac. 646.

59. *Richmond v. Schonberger*, 111 Va. 168, 68 S. E. 284.

Contra. No greater care need be

used by a pedestrian on a crosswalk than upon any other walk. *Cochran v. Springfield*, 139 Mo. App. 673, 124 S. W. 53.

60. If ice is on a sidewalk, a greater amount of care must be exercised by pedestrians to avoid falling down (*Denver v. Hubbard*, 29 Colo. 529, 69 Pac. 508), but ordinary care is still the test, *i. e.*, the action of an ordinarily prudent person under like circumstances.

Greater care should be exercised when walks are wet and slippery, especially at intersections between sidewalks and crosswalks. *Gilliland v. Omaha*, 89 Neb. 668, 131 N. W. 1055.

61. § 2831, *post*.

62. §§ 2833-2835, *post*.

63. *Purcell v. Riebe*, 227 Pa. 503, 76 Atl. 212.

open.⁶⁴ So where, on account of the sidewalk being out of repair, much of the travel passed over that portion of the street between the driveway and the sidewalk, no greater care is required while passing over such space in the business portion of the municipality.⁶⁵ And no greater care is required in passing over a sidewalk than in passing along it.⁶⁶

A fireman is not held to that amount of care and caution in driving along a public street required of a common traveler proceeding at an ordinary gait.⁶⁷

§ 2824. Right to assume that street is safe.

One using a street, who has no knowledge of its defective condition, has the right to assume that it is in a reasonably safe condition,⁶⁸ and need not constantly keep his eyes on the

64. *Turner v. Newburgh*, 109 N. Y. 301, 307, 16 N. E. 344, 4 Am. St. Rep. 453.

65. *South Omaha v. Meyers*, 3 Neb. (unof.) 669, 92 N. W. 743.

66. "The court distinguishes between the use of sidewalks for 'ordinary pedestrianism' and its use for other purposes, and instructs the jury that in the latter case—to avoid the imputation of contributory negligence—a higher degree of care is required than in the former. But we do not think this distinction can be maintained. The use of a sidewalk by the owner of a lot for purposes of communication with the street is equally legitimate, and equally an ordinary use, as that of passing longitudinally along it." *Schindler v. Schroth*, 146 Cal. 433, 80 Pac. 624.

67. *Coots v. Detroit*, 75 Mich. 628, 43 N. W. 17, 5 L. R. A. 315.

See also *Kansas City v. McDonald*, 60 Kan. 481, 57 Pac. 123, 45 L. R. A. 429.

Firemen—contributory negligence. "The plaintiff in error urges that the court erred in refusing to permit it to show the rules of the fire department requiring that firemen drive in the middle of the street. If there was such a rule, its object was to insure safety to the men, teams, and vehicles when going at a rapid rate of speed in answer to an alarm of fire. A violation of any precaution affecting safety would have been equally negligent on the part of the driver, whether the exercise of such precaution was demanded by the

rules or not. The condition of the street would largely determine the course to be taken, and what part of the street to be avoided, whatever the rule might be. To drive a hook and ladder wagon in the middle of those streets upon which cable-car tracks are in use, with rough stone blocks between the rails, would be exceedingly dangerous to the driver and vehicle, and render collision with street cars probable. The fact of the existence of a rule as claimed, which McDonald violated, would not demand of him greater care. The condition of the street, as it appeared to him, should determine his course in driving, whether there was a rule on the subject or not." *Kansas City v. McDonald*, 60 Kan. 481, 57 Pac. 123, 45 L. R. A. 429.

68. *Iowa. Ryan v. Foster* (Ia.), 109 N. W. 1108.

Louisiana. McCormack v. Robin, 126 La. 594, 52 So. 779; *Rock v. American Const. Co.*, 120 La. 831, 45 So. 741.

Missouri. Kelley v. Kansas City, 153 Mo. App. 484, 133 S. W. 670; *Canterbury v. Kansas City*, 149 Mo. App. 520, 131 S. W. 120; *Knight v. Kansas City*, 138 Mo. App. 153, 119 S. W. 990.

Montana. McCabe v. Butte (Mont. 1912), 125 Pac. 133; *O'Flynn v. Butte*, 36 Mont. 493, 93 Pac. 643.

New York. Corcoran v. New York, 188 N. Y. 131, 80 N. E. 660; *Lalor v. New York*, 132 N. Y. S. 539, 147 App. Div. 649; *Moser v. Legniti*, 134 N. Y. S. 606, 76 Misc. Rep. 216.

ground to discover defects.⁶⁹ Thus, if a street is being improved, but it is not closed, a traveler may assume that it is sufficiently lighted or guarded to be reasonably safe.⁷⁰ This rule applies equally well where one is on the streets *at night*.⁷¹ But where one has notice of the defective condition of the street or sidewalk, and *especially where he is using them not in the manner in which they are ordinarily used or intended to be used*, he cannot, of course, assume that they are in an ordinarily good condition and act upon that assumption. In such a case he must exercise care and prudence in proportion to the danger from the known defect and the different use to which he is putting the street or sidewalk.⁷² Furthermore, although the defect or obstruction is obvious and could not help but be seen if the traveler was looking where he was going, yet if his *attention is momentarily diverted*, it is generally held that there is no contributory negligence.⁷³

§ 2825. Duty to observe patent defects.

One traveling along a street may presume that it is safe.⁷⁴ Therefore, it would be wholly unreasonable to compel him to keep his eyes underfoot or looking ahead, to avoid injury. A traveler need not keep his eyes fastened on the ground,⁷⁵ nor look far ahead for defects or obstructions.⁷⁶ nor make an

Oregon. Webb v. Heintz, 52 Ore. 444, 97 Pac. 753.

Utah. Bills v. Salt Lake City, 37 Utah 507, 109 Pac. 745.

Virginia. Portsmouth v. Houseman, 109 Va. 554, 65 S. E. 11.

Washington. Lindquist v. Seattle, 67 Wash. 230, 121 Pac. 449; Hammock v. Tacoma, 44 Wash. 623, 87 Pac. 924.

69. § 2825, *post*.

70. Knight v. Kansas City, 138 Mo. App. 153, 119 S. W. 990.

71. § 2829, *post*.

72. Bedford City v. Sitwell, 110 Va. 296, 65 S. E. 471.

73. § 2827, *post*.

74. § 2824, *ante*.

75. *Colorado.* Denver v. Maurer, 47 Colo. 209, 106 Pac. 875.

Illinois. Upper Alton v. Green, 112 Ill. App. 439; Centralia v. Baker, 36 Ill. App. 46.

Kansas. Topeka Water Co. v. Whiting, 58 Kan. 639, 50 Pac. 877, 39 L. R. A. 90.

Michigan. Baker v. Kalamazoo, 146 Mich. 257, 109 N. W. 427.

Pennsylvania. Pagnacco v. Faber, 221 Pa. 326, 70 Atl. 754.

West Virginia. Osborne v. Pulaski L. & W. Co., 95 Va. 16, 27 S. E. 812.

Need not constantly watch for holes in the walk or obstructions thereon. Bentley v. Rothschild Bros. Hat Co., 144 Mo. App. 612, 129 S. W. 249.

The fact that the injured person was not looking at the sidewalk at the time when injured does not preclude a recovery. Nokomis v. Salter, 61 Ill. App. 150.

But while pedestrians on a sidewalk need not keep their eyes on the pavement yet if they walk a considerable distance without looking in front, which results in a fall into a ditch, no recovery can be had. Osborne v. Pulaski L. & W. Co., 95 Va. 16, 27 S. E. 812.

76. Thompson v. Bridgewater, 7 Pick. (Mass.) 188.

Need not look far ahead. District of Columbia v. Haller, 4 App. (D. C.) 405.

active search for defects,⁷⁷ nor look for danger at every step.⁷⁸ At the same time, defects may be so obvious that a traveler must see them if he is paying any attention to where he is going, and in such a case the failure to observe the defect is generally held to be contributory negligence, on the theory that it is not the act of an ordinarily prudent person;⁷⁹ and *Pennsylvania* applies this rule with greater strictness, it would seem, than other states.⁸⁰

One traveling on horseback and leading several mules attached to a halter, need not look forward and ahead of him all the time. *Montgomery v. Bradley & Edwards*, 159 Ala. 230, 48 So. 809.

77. *Lord v. Mobile*, 113 Ala. 360, 21 So. 366.

Travelers need not critically inspect sidewalks before using them. *Robertson v. Waukon*, 138 Ia. 25, 115 N. W. 482.

Driver of fire wagon, on going to a fire, need not inspect streets, but may assume that they are safe. *Valparaiso v. Chester* (Ind. 1911), 96 N. E. 765.

78. *Cummings v. New Rochelle*, 56 N. Y. S. 701, 38 App. Div. 583.

79. *Holliday v. Athens*, 10 Ga. App. 709, 74 S. E. 67; *Bender v. Minden*, 124 Ia. 685, 100 N. W. 352; *Yahn v. Ottumwa*, 60 Ia. 429, 433, 15 N. W. 257; *Woodson v. Metropolitan St. R. Co.*, 224 Mo. 685, 123 S. W. 820, 30 L. R. A. (N. S.) 931, 20 Am. & Eng. Ann. Cas. 1039; *Jackson v. Kansas City*, 106 Mo. App. 52, 79 S. W. 1174; *Moore v. Richmond*, 85 Va. 538, 8 S. E. 387.

Driving into hole in street in daytime. *Pierce v. Wilmington*, 2 Mar. (Del.) 306, 43 Atl. 162.

It is undoubtedly the law that one is required to keep a reasonable lookout for defects and dangers which are known to attend particular places, and that one is bound to make such use of his faculties as will enable him to discover obvious dangers in a highway or sidewalk. *Bowman v. Ogden City*, 33 Utah 196, 93 Pac. 561.

Bicyclist riding at an unlawful rate of speed with head down held contributory negligence. *Anderson v. Wilmington*, 2 Penn. (Del.) 28, 43 Atl. 841.

Chuck hole in street. Failure to observe in daylight held contribu-

tory negligence. *Hysell v. Central City*, 68 W. Va. 769, 70 S. E. 767.

80. *McIlhenny v. Philadelphia*, 214 Pa. 44, 63 Atl. 368; *Becker v. Philadelphia*, 212 Pa. 379, 61 Atl. 942; *Benton v. Philadelphia*, 198 Pa. 396, 48 Atl. 267; *Shallcross v. Philadelphia*, 187 Pa. 143, 40 Atl. 818; *Stackhouse v. Vendig*, 166 Pa. 582, 31 Atl. 349; *Robb v. Connellsville*, 137 Pa. 42, 20 Atl. 564.

"Irregularities in grade, unevenness in surface, sharp depressions at crossings, accidental displacement of brick or stone, and many other things which may or may not be defects, but yet sufficient in themselves to cause accident to the unwary, are so common and usual that it is the duty of the pedestrian to be observant of such fact, and not to walk blindly. If through no fault of his he is prevented from seeing the defect, obstruction, or whatever it may be, which it was the duty of the municipality to have corrected, and injury results to him, he is entitled to claim compensation. When the accident occurs in broad daylight, in consequence of an open and exposed defect in the sidewalk, the burden rests upon the party complaining to show conditions outside of himself which prevented him seeing the defect, or which would excuse his failure to observe it. If such conditions exist, there is excuse for walking by faith. When they do not exist, the law charges the party with failure to do what was required of him." *Lerner v. Philadelphia*, 221 Pa. 294, 70 Atl. 755.

Stumbling over block on sidewalk, five inches high, in board daylight, is contributory negligence. *Kennedy v. Pittsburg*, 230 Pa. 244, 79 Atl. 550.

Stumbling over root of tree four inches above the sidewalk, well

The prevailing rule is well stated by Justice Lamm of the Supreme Court of Missouri in a separate concurring opinion in a recent decision, as follows: "While a footman may presume a city has done its duty in keeping its sidewalks in a reasonably safe condition for travel by pedestrians, by night as well as by day, yet that presumption runs with a condition. It goes hand in hand with another vital proposition, viz., that a footman must use ordinary, that is, due care to avoid injuring himself. Such care is the care of an ordinary person under like circumstances. Such care is broad enough to create the duty to look and see where one is going as well as the duty to avoid danger when actually discovered. That does not mean a pedestrian is an inspector of sidewalks or cannot take a step without looking down to see that his feet do not carry him into a pit, nor does it mean that an ordinary prudent person might not be deceived into taking an excavation full of water as part of the sidewalk at night in the glimmer of electric lights or during a storm. He need not be watching at every footfall for defects, but he should act like a prudent person, who makes reasonable use of his eyes while walking. He cannot shut his eyes, or blindfold himself, or walk backward, or not look about him at all, or, under the assumption no defects exist, walk heedlessly into obvious ones." ⁸¹

On the other hand, it is difficult to reconcile with this rule some of the decisions holding that in the particular case there was no contributory negligence as matter of law where a traveler failed to notice a defect which could easily be seen if he had looked; ⁸² and it has been held that while a traveler

known to the traveler, and where the view is unobstructed, is contributory negligence. *Kennedy v. Philadelphia*, 220 Pa. 273, 69 Atl. 748.

81. *Ryan v. Kansas City*, 232 Mo. 471, 487, 134 S. W. 653.

In Missouri, the supreme court now holds that one using the streets must use ordinary care to *discover* defects in a sidewalk. *Ryan v. Kansas City*, 232 Mo. 471, 131 S. W. 566, 985, overruling, so far as to the contrary, *Heberling v. Warrensburg*, 204 Mo. 604, 103 S. W. 36.

82. *Machacek v. Hall*, 131 Ia. 412, 105 N. W. 690; *Kaiser v. Hahn Bros.*, 126 Ia. 561, 102 N. W. 504.

The mere fact that one walking along a sidewalk in the daytime steps into an artificial opening in the walk does not necessarily show

contributory negligence. *Chicago v. Babcock*, 143 Ill. 358, 32 N. E. 271.

Attempting to drive a bus on a bridge too low to permit it to enter has been held not necessarily contributory negligence. *Talbot v. Taunton*, 140 Mass. 552, 5 N. E. 616.

Failure of driver to discover sticks on side of street until horse stepped on them held not, as matter of law, contributory negligence. *Saylor v. Montesano*, 11 Wash. 328, 333, 39 Pac. 653.

Driver need not be on lookout for holes in street. *Houston v. Isaacks*, 68 Tex. 116, 3 S. W. 693.

"Mere abstraction or lack of attention to the condition of a sidewalk by a pedestrian passing over it" is not contributory negligence. *Perkins v. Sunset Tel. & Tel. Co.*, 155 Cal. 712, 103 Pac. 190.

must use his senses, and the care and caution common to persons of ordinary prudence, in passing over a walk, he is not bound at his peril to discover every defect, even though it may be an open one.⁸³ In brief, a person is not, as a matter of law, guilty of contributory negligence, under all circumstances, in failing to discover even an open defect.⁸⁴

Furthermore, it is generally held that the failure to observe an obvious defect is not contributory negligence as a matter of law, where due to the *attention of the traveler being momentarily diverted*,⁸⁵ as where one runs out of a store to catch a street car,⁸⁶ although the contrary is held in Pennsylvania.⁸⁷ It may be suggested, however, that a distinction should be drawn between defects in a sidewalk, and lawful obstructions thereon or artificial openings therein; and that while a traveler may assume that there are no defects in a

Stop, look and listen. The rule requiring one to stop, look and listen before crossing a railroad track does not apply in case of excavations. *Karrer v. Detroit*, 142 Mich. 331, 106 N. W. 64.

Falling into open coal hole. Not contributory negligence. *Jennings v. Van Schaick*, 108 N. Y. 530, 15 N. E. 424, 2 Am. St. Rep. 459; *Pecor v. Oconto*, 125 Wis. 335, 104 N. W. 88.

83. *Barnes v. Marcus*, 96 Ia. 675, 681, 65 N. W. 984.

84. *Valparaiso v. Schwerdt*, 40 Ind. App. 608, 82 N. E. 923.

Fire driver. "While the duty of vigilance is obligatory on every one in the use of city streets, a driver who is unable to give undivided attention to the roadbed, because of the care required in managing his horses and in avoiding other vehicles, cannot be held to have seen, or to have been reckless in not seeing, defects in a roadbed that would have been obvious to a pedestrian." *McClay v. Philadelphia*, 224 Pa. 174, 73 Atl. 188.

85. *California*. *Barry v. Terkildsen*, 72 Cal. 254, 13 Pac. 657, 1 Am. St. Rep. 55.

Michigan. *Le Beau v. Telephone & T. Const. Co.*, 109 Mich. 302, 67 N. W. 339.

New Jersey. *Houston v. Trap-hagen*, 47 N. J. L. 23.

Wisconsin. *West v. Eau Claire*, 89 Wisc. 31, 61 N. W. 313.

Contra, see *Tuffree v. State Center*, 57 Ia. 538, 11 N. W. 1 (driver

looking and talking to persons in opposite direction).

The fact that one's attention is momentarily attracted in another direction does not show contributory negligence *per se*. *Bolen-Darnall Coal Co. v. Rogers*, 99 Ark. 254, 138 S. W. 465.

"Even if plaintiff had casually glanced aside, his attention having been attracted to the foundation of defendant's building, or to some other object, it would not follow that he was guilty of negligence as a legal conclusion. A foot passenger on a sidewalk in a city may place more reliance on the security of the walk than would be indicated by such extreme care. People constantly divert their attention from their footsteps when on sidewalks, and to pronounce such an act necessarily one of negligence, would amount to denouncing the entire public as careless." *Lattimore v. Union Electric L. & P. Co.*, 128 Mo. App. 37, 106 S. W. 543.

What is a sufficient diverting cause. Diversion due to inattention or forgetfulness, or caused by the presence of other persons with whom one is talking, is not a sufficient diverting cause. *Bender v. Minden*, 124 Ia. 685, 690, 100 N. W. 352.

86. *Keith v. Worcester & B. V. St. R. Co.*, 196 Mass. 478, 82 N. E. 680.

87. *Barnes v. Sowden*, 119 Pa. 53, 12 Atl. 804.

sidewalk, his knowledge of every day affairs compels him to take notice and observe caution to avoid stumbling over temporary and lawful obstructions on the walk, such as those used in delivering and sending out goods, etc., and to avoid falling in areaways, coal holes, trap door openings, and the like.⁸⁸

It has been held that if one proceeds on a street, carrying bundles, so that he cannot see ahead, it is contributory negligence.⁸⁹ But it is not necessarily negligence to run into a barrier which is not plainly discernible,⁹⁰ and it has been held not necessarily negligence to walk into open trap doors or the like.⁹¹

§ 2826. Effect of knowledge of defects or dangers.

It is now settled beyond dispute that mere knowledge of a defect in a street, at the time of or before using a street, is not *per se contributory negligence*.⁹² The injured party is

88. "Streets and sidewalks may be temporarily obstructed, and the traveler must be on the lookout for such obstructions. In this respect the case differs from one where there is a defect in the sidewalk itself. For this a traveler need not be on the lookout; for he may assume that no defects exist. But as to proper obstructions the rule is different. If this were not so, one might blindly walk into an obstruction, and say that he was not obliged to look out for it, and therefore was not negligent." *Ryan v. Foster*, 137 Ia. 737, 115 N. W. 595.

"Those walking in the city are bound to take notice of the existence of such constructions as the necessities of commerce and the convenient occupation of residences render common, and if injured by them must blame themselves." *Buesching v. St. Louis Gas Light Co.*, 6 Mo. App. 85, 93.

89. Carrying couch on head so as to obstruct view ahead is contributory negligence. *Lautenbacher v. Philadelphia*, 217 Pa. 318, 66 Atl. 549.

90. Not negligence *per se* to run into a wire stretched across sidewalk. *Winslow v. Glendale L. & P. Co.*, 12 Cal. App. 530, 107 Pac. 1020.

91. It has been held that where a pedestrian walked into an open and unguarded hatchway at night, which he could have seen if he had looked, he is not guilty of contribu-

tory negligence *per se*, since while he knew of the hatchway he had a right to presume that it would be guarded when open. *Murphy v. Herold Co.*, 137 Wisc. 609, 119 N. W. 294.

92. *Illinois*. *Streator v. Chrisman*, 182 Ill. 215, 54 N. E. 997.

Indiana. *Huntington v. Folk*, 154 Ind. 91, 54 N. E. 759.

Iowa. *Rea v. Sioux City*, 127 Ia. 615, 103 N. W. 949.

Kansas. *McCoy v. Wichita*, 86 Kan. 943, 122 Pac. 894.

Kentucky. *Maysville v. Guilfoyle*, 110 Ky. 670, 62 S. W. 493.

Louisiana. *Robertson v. Jennings*, 128 La. 795, 55 So. 375.

Maryland. *Baltimore v. Holmes*, 39 Md. 243.

Massachusetts. *St. Germain v. Fall River*, 177 Mass. 550, 59 N. E. 447.

Michigan. *Belyea v. Port Huron*, 136 Mich. 504, 99 N. W. 740.

Minnesota. *Maki v. Cloquet*, 116 Minn. 17, 133 N. W. 80.

Missouri. *Chilton v. St. Joseph*, 143 Mo. 192, 44 S. W. 766.

New York. *Ott v. Buffalo*, 131 N. Y. 594, 30 N. E. 67.

Pennsylvania. *March v. Phoenixville*, 221 Pa. 64, 70 Atl. 274.

Washington. *Cowie v. Seattle*, 22 Wash. 659, 62 Pac. 121.

Knowledge of defect not contributory negligence. "When analyzed, the proposition comes to this, that no person can as a matter of law,

not negligent unless he knew both of the defect and also of the danger,⁹³ since there must be knowledge *plus* want of ordinary care to constitute contributory negligence.⁹⁴ To illustrate, if a pedestrian, although he knows of a defective condition in a sidewalk, has passed over it many times in safety, and believes he can do so again, he is not guilty of negligence *per se*, since in such case there cannot be said, as a matter of law, to be a want of ordinary care.⁹⁵ So it is not

without assuming all the risk, use the streets of a municipality where he knows of a defect therein, even although it be that in the exercise of a sound judgment it might be deemed that, with ordinary care and prudence, the street could be used with safety. The result of admitting the doctrine would be to hold that all persons in making use of the public streets assume all risks possibly to arise from every known defect or danger. * * * Indeed, the proposition would imply that every one who used the public streets with the knowledge of a defect existing therein would be guilty, if an injury was by them suffered as a result of such defect, of contributory negligence without the existence of any neglect whatever; for this would necessarily result from saying that one who had made a careful use of the streets was yet guilty of neglect in doing so. * * * Reduced to its last analysis, the principle contended for but asserts that the ordinary rules by which negligence is to be determined do not apply to the use of the public streets, since those who use such streets with knowledge of a possible danger to arise from a defect therein must as a matter of law have negligence imputed to them, although in choosing to make use of the streets and in the mode of use the fullest degree of judgment and care was exercised. The result of this would be to relieve the municipality of all duty and consequent responsibility concerning defects in highways, provided only it choose to give notice of the existence of the defects." Per Mr. Justice White in *Mosheuvel v. District of Columbia*, 191 U. S. 258, 24 Sup. Ct. 57, 48 L. Ed. 174.

Knowledge cannot be inferred from the fact of having lived in the vicinity for some years *Roberts v.*

Piedmont, 166 Mo. App. 1, 148 S. W. 119.

93. *Huntington v. Folk*, 154 Ind. 91, 54 N. E. 759; *Cook v. Hedrick*, 135 Ia. 23, 112 N. W. 157.

Knowledge of danger coupled with knowledge of defect. "It is well settled that the mere knowledge of the general unsafe condition of an unbarricaded defective street or walk is not in itself sufficient to establish contributory negligence on the part of one who has the right to use such street or sidewalk. So long as the streets remain unbarricaded and open to public travel, there is an implied invitation for their use, and a person using them under such conditions is not guilty of contributory negligence, *unless he has knowledge of the dangers incident* to the proper use thereof." *Scurlock v. Boone*, 142 Ia. 684, 121 N. W. 369.

Knowledge of a trench being dug in a street, and progressing in the direction of street railway tracks, does not include knowledge although a matter of reason, that the trench would cross the track if the digging was continued on the day of the accident with the same expedition as before. *O'Neil v. Chelsea*, 208 Mass. 307, 94 N. E. 279.

94. *Alabama*. *Mobile v. Shaw*, 149 Ala. 599, 43 So. 94.

Illinois. *Wallace v. Farmington*, 231 Ill. 232, 83 N. E. 180.

Missouri. *Swails v. Caruthersville*, 158 Mo. App. 589, 138 S. W. 948; *Loftis v. Kansas City*, 156 Mo. App. 683, 137 S. W. 993; *Tockstein v. Bimmerle*, 150 Mo. App. 491, 131 S. W. 126; *Howard v. New Madrid*, 148 Mo. App. 57, 127 S. W. 630.

South Carolina. *Kennedy v. Greenville*, 78 S. C. 124, 58 S. E. 989.

Utah. *Bowman v. Ogden City*, 33 Utah 196, 93 Pac. 561.

95. *Neeley v. Mapleton*, 139 Ia. 582, 117 N. W. 981.

necessarily contributory negligence to use an icy sidewalk.⁹⁶ In other words, it is not the knowledge of a defect on the part of the person injured that precludes his recovery but his want of the care a prudent man would exercise in view of the danger.⁹⁷ However, one who knows of defects or obstructions in a street must use reasonable care to avoid them, and that care must increase in proportion to his knowledge of the risk.⁹⁸ Thus, where one knows a street is closed to traffic and there are barriers indicating danger, his walking thereon at night is negligent where not exercising any particular care;⁹⁹ and knowledge is always an important circumstance to be considered in determining whether, under the circumstances of the particular case, the party injured exercised ordinary care.¹ And if the known danger is of such a nature as to

96. *Holbert v. Philadelphia*, 221 Pa. 266, 70 Atl. 746; *Hynes v. Brewer*, 194 Mass. 435, 80 N. E. 503.

"It is not necessarily negligence to attempt to pass over even a noticeable accumulation of ice on the pavements; that may depend on the size and shape of the accumulation, the obviousness and magnitude of the danger, the means at hand of avoiding it, and other circumstances." *Brown v. White*, 206 Pa. 106, 55 Atl. 848; *Green v. Hollidaysburg*, 236 Pa. 430, 84 Atl. 785.

"Whether the plaintiff exercised proper care in passing along the sidewalk, and whether she fell from any want of care on her part, were for the jury. It has been argued that as she approached the bridge she saw ice on the pavement, both in and outside the tunnel, and that therefore it was negligent for her to attempt to pass through the tunnel. That position, however, is wholly untenable. There was nothing there to admonish her that by the exercise of care she could not pass with safety through the tunnel. She had done so on a previous occasion when the same or similar conditions existed. The danger was not immediate or imminent. The sidewalk was in constant use by the people of that vicinity. Of course, other persons had fallen on the ice there, but many others had passed over it with safety. In fact, just as the plaintiff was entering the tunnel, another person came out of it, and passed her. There were spots or places in the pavement where there was no

ice, which the plaintiff attempted to use to avoid the ice. Under the circumstances, therefore, it was not negligence, to be declared by the court, for the plaintiff to use the sidewalk." *Holbert v. Philadelphia*, 221 Pa. 266, 70 Atl. 746.

97. *Nicholson v. South Omaha*, 77 Neb. 710, 110 N. W. 558.

98. *Wheat v. St. Louis*, 179 Mo. 572, 78 S. W. 790, 64 L. R. A. 292; *Knight v. Kansas City*, 138 Mo. App. 153, 119 S. W. 990.

The care which a traveler is bound to exercise must be proportioned to the visible dangers and "to whatever notice or warning was given to him by barriers, signs or otherwise." *Stoliker v. Boston*, 204 Mass. 522, 534, 90 N. E. 927.

99. *Steinbrenner v. M. W. Forney Co.*, 127 N. Y. S. 620, 143 App. Div. 73.

If barriers are sufficient, one who nevertheless uses the street assumes the risk. *Stainback v. Meridian*, 79 Miss. 447, 30 So. 607.

If one walking on a sidewalk knows of transverse openings several inches wide therein, but proceeds at night at his ordinary gait, and without taking hold of a hand-rail at the side of the walk, he can not recover. *Diamond v. Kansas City*, 120 Mo. App. 185, 96 S. W. 492.

If a traveler has knowledge that a sidewalk is torn up or littered, he must "pick his steps." *McHaugh v. Inter-State Pav. Co.*, 106 N. Y. S. 165, 121 App. Div. 517.

1. *Elkhart v. Witman*, 122 Ind. 538, 23 N. E. 796; *West Kentucky*

threaten a traveler with injury, if he attempts to use the way, especially at night, *despite the care he might exercise*, his use of such way is contributory negligence *per se*.²

Furthermore, defects previously noticed may be presumed to have been repaired, after the lapse of a reasonable time to make the repairs.³

§ 2827. Same—forgetfulness.

A mere failure to remember a known defect in a way, or temporary forgetfulness, does not necessarily constitute contributory negligence, if it results in injury,⁴ but it is a matter to be considered by the jury.⁵ So knowledge of a defect in a

Tel. Co. v. Pharis, 25 Ky. L. Rep. 1838, 78 S. W. 917; Hodge v. St. Louis, 146 Mich. 173, 109 N. W. 252.

So if a street is plainly in bad condition, and one walks straight ahead without looking where he is going, he can not recover. Suchovalsky v. New York, 130 N. Y. S. 112.

If timely warning is given just before the accident, no recovery can be had. Stidham v. Delaware City, 6 Penn. (Del.) 359, 67 Atl. 175.

Swing bridge. A foot passenger who enters on the approach of a swing bridge which he knows to be without guards and also knows may be open is bound to look and listen before attempting to step in the draw, and is guilty of contributory negligence if he does not do so, and for that reason steps into the open draw. Stephani v. Manitowoc, 101 Wisc. 59, 76 N. W. 1110, distinguished in Moyer v. Oshkosh, 151 Wis. 586, 139 N. W. 378.

Where one, from motives of curiosity, goes to a place known to be dangerous, and is injured when in close proximity thereto, he can not recover. Heffern v. Haverstraw, 128 N. Y. S. 399, 143 App. Div. 527.

2. Border v. Sedalia, 161 Mo. App. 633, 144 S. W. 161.

3. Deland v. Cameron, 112 Mo. App. 704, 87 S. W. 597.

4. *Kentucky*. Corinth v. Lawrence, 138 Ky. 323, 127 S. W. 1009; Brownsville v. Arbuckle, 30 Ky. L. Rep. 414, 99 S. W. 239; Lancaster v. Walter, 25 Ky. L. Rep. 2189, 80 S. W. 189; Louisville v. Brewer's Adm'r, 24 Ky. L. Rep. 1671, 72 S. W. 9.

Michigan. Vergin v. Saginaw, 125 Mich. 499, 84 N. W. 1075.

Mississippi. Natchez v. Lewis, 90 Miss. 310, 43 So. 471.

New York. Delaney v. Mt. Vernon, 85 N. Y. S. 799, 89 App. Div. 209.

Tennessee. Knoxville v. Cox, 103 Tenn. 368, 53 S. W. 734.

Utah. Bowman v. Ogden City, 33 Utah, 196, 93 Pac. 561.

Washington. Cowie v. Seattle, 22 Wash. 659, 62 Pac. 121.

But see King v. Colon, 125 Mich. 511, 84 N. W. 1077; Wheat v. St. Louis, 179 Mo. 572, 78 S. W. 790, 64 L. R. A. 292; Neal v. Marion, 126 N. C. 412, 35 S. E. 812.

That satisfactory excuse for forgetting the defect must be shown, see Lyon v. Grand Rapids, 121 Wis. 609, 99 N. W. 311.

5. "The fact that a footman forgets the existence of a defect in a sidewalk he is accustomed to travel and is injured by the defect is a circumstance to be considered by the jury in solving the question of contributory negligence, but is not always conclusive evidence of such negligence. The controlling question in such case is whether or not the pedestrian was making the use of his senses of sight and hearing to be expected of an ordinarily careful and prudent person in his situation. Graney v. St. Louis, 141 Mo. 180, 42 S. W. 941; Barr v. City of Kansas, 105 Mo. 550, 16 S. W. 483. Individuals differ widely in memory. A person's memory changes as he grows older and varies in strength and clearness with variations in health, condition in life, and environment. At best, memory is uncertain, even treacherous. It would be a harsh rule, indeed, that would denounce as careless in law a person who failed

street some weeks or months before the injury does not necessarily charge one with knowledge thereof at the time of the injury.⁶ The rule seems to be that if there is a sufficient cause for the temporary forgetfulness, or the attention of the traveler is diverted for the moment,⁷ the failure to take notice of the defect is not contributory negligence.

§ 2828. Same—choice of ways.

It is well settled that a traveler who knows, or, as an ordinarily cautious person, ought to know, that it is dangerous to pass over a defective driveway, crosswalk or sidewalk, and does so, although he might have taken another safe and convenient path or course, in the same direction, is guilty of such negligence as will defeat recovery for damages in event of injury, caused by the dangerous condition of the way.⁸

to remember every defect observed by him in his numerous ways of travel. The law expects no such phenomenal exhibition of memory, but it does expect a person to make a reasonable use of his faculties to protect his own safety." *Chase v. Atchison, T. & S. F. R. Co.*, 134 Mo. App. 655, 114 S. W. 1141.

6. *Valparaiso v. Schwerdt*, 40 Ind. App. 608, 612, 82 N. E. 923.

7. § 2825, *post*.

In *Lyon v. Grand Rapids*, 121 Wis. 609, 99 N. W. 311, the plaintiff knew of the hole in the sidewalk into which she stepped, and this court held that, having knowledge of the defective condition, she must show some excuse for having forgotten it. It appears from the evidence that plaintiff was carrying several things which somewhat occupied her attention, and, when near the hole, her husband, who was a short distance ahead, called to her to hurry, that this drew her attention to him and almost instantly thereafter she stepped into the hole. It was held that these facts were sufficient to warrant the jury in finding that the plaintiff was excused for not remembering the defect.

8. *Iowa*. *Gibson v. Denison*, 153 Ia. 320, 133 N. W. 712.

Kentucky. *Bellevue v. England* (Ky.), 118 S. W. 994; *Glasgow v. Crisp*, 33 Ky. L. Rep. 766, 111 S. W. 279.

Missouri. *Woodson v. Metropolitan St. R. Co.*, 224 Mo. 685, 123 S. W. 820.

New York. *Griffin v. New York*, 9 N. Y. 456; *McGinnis v. Hyman*, 117 N. Y. S. 202, 63 Misc. Rep. 316. See also *Whalen v. Citizens' Gas Light Co.*, 151 N. Y. 70, 45 N. E. 363.

Pennsylvania. *Purcell v. Riebe*, 227 Pa. 503, 76 Atl. 212; *Rothacker v. Philadelphia*, 42 Pa. Super. Ct. 408.

Texas. *Cleburne v. Elder*, 46 Tex. Civ. App. 399, 102 S. W. 464.

Virginia. *Portsmouth v. Houseman*, 109 Va. 554, 65 S. E. 11.

Washington. *Hunter v. Montesano*, 60 Wash. 489, 111 Pac. 571.

Wisconsin. *Devine v. Fond du Lac*, 113 Wis. 61, 88 N. W. 913.

If a traveler has knowledge of a defective condition of such a character as renders the walk so unsafe that it cannot be prudently used, he is guilty of negligence in voluntarily attempting to travel upon it, if the defect could easily and without substantial inconvenience be avoided by going around it or taking a safer way. *Bowman v. Ogden City*, 33 Utah, 196, 93 Pac. 561.

This applies to a fall over a doorstep where there was a safe footway over six feet wide. *White v. Philadelphia*, 223 Pa. 563, 72 Atl. 856.

On the same theory, if the source of danger is ice on a sidewalk, which is plainly visible, and a traveler can easily avoid stepping on the ice, it is negligence to step on the ice. *Conneaut v. Naef*, 54 Ohio St. 529, 44 N. E. 236; *Hausman v. Madison*, 85 Wis. 187, 191, 55 N. W. 167, 21 L. R. A. 263, 39 Am. St. Rep. 834.

Thus, if the walk on the other side of the street is known to be in good condition, and it is not necessary to go upon the unsafe sidewalk, there can be no recovery.⁹ On the other hand, the fact that one has a choice of ways and nevertheless chooses the one which is in a defective condition does not show contributory negligence if by the exercise of care proportioned to the known danger he may reasonably expect to avoid the defect.¹⁰ The rule has been well stated as follows: "Where the traveler has knowledge of a defect in the highway, it does not follow, as a legal consequence, that he must, under all circumstances, avoid the use of it, and reach his destination in some other way. It is a question of the character and imminency of the danger, and the difficulty or inconvenience of avoiding it. If the danger was serious and imminent it might be the traveler's duty, as a matter of law, to avoid it at any inconvenience. If, however, the danger was trifling, and the inconvenience of taking another way was so great that an ordinarily prudent man would not subject himself to it, it would not be negligence not to do so. Between these extremes are the countless gradations of danger and ways of avoiding it, depending on the circumstances."¹¹ Thus, a person need not go on the driveway to avoid a defect or obstruction in or on a sidewalk, unless the danger is so great that a person of ordinary prudence would have changed his course.¹² Moreover, the rule that there is contributory negligence where one chooses an unsafe instead of a safe way has been limited by at least one decision to cases where an unusual condition exists.¹³

9. *Lovenguth v. Bloomington*, 71 Ill. 238; *Cohn v. Kansas*, 108 Mo. 387, 18 S. W. 973; *Lynch v. Erie*, 151 Pa. 380, 25 Atl. 43; *Ingram v. Philadelphia*, 35 Pa. Super. Ct. 305.

10. *Birmingham v. Gordon*, 167 Ala. 334, 52 So. 430; *Normal v. Bright*, 125 Ill. App. 478; *Jackson v. Grinnell*, 144 Ia. 232, 122 N. W. 911.

Not negligence to make a bee line for nearest sidewalk on getting off street car. *Canterbury v. Kansas City*, 149 Mo. App. 520, 131 S. W. 120.

"Sidewalks are constructed for people to walk on, and they have a right to walk thereon in the most convenient route to reach their destination, and, while they cannot recklessly place themselves in danger of accident, yet, on the other hand, they are not driven to forsake such walks merely because there may be some danger in passing over the same, and especially when there is no safer

route reasonably convenient." *Smith v. Yankton*, 23 S. D. 352, 121 N. W. 848.

11. *March v. Phoenixville*, 221 Pa. 64, 70 Atl. 274.

12. *Combs v. Kirksville*, 134 Mo. App. 645, 114 S. W. 1153.

13. This rule should not, however, be extended "to cover a case like the one at bar. As originally announced and properly applied, it governs only those cases where an unusual condition exists, as, for instance, icy or slippery sidewalks, sidewalks or streets in course of repair, or unusual obstructions in the way of pedestrians. Here we have a known condition, a walk made by the city along a bulkhead without guard rail or light to secure the pedestrian, itself an invitation to travel by night as well as by day." *Stock v. Tacoma*, 53 Wash. 226, 101 Pac. 830.

§ 2829. Traveling at night.

Clearly it is not contributory negligence *per se* to travel at night,¹⁴ since one has a right to presume that the street is safe by night as well as by day,¹⁵ and is not bound to anticipate that he will encounter excavations or the like, without some notice thereof by lights or other precautions taken for his protection.¹⁶ However, greater caution may be, and generally is, necessary than in the daytime,¹⁷ although only ordinary care is required.¹⁸ even where one has notice of the defect causing the injury.¹⁹

This rule as to the right to travel at night without negligence being imputed because thereof is true even though the traveler has knowledge of the defect in the street,²⁰ but obviously a greater amount of care is necessary where a traveler at night has knowledge of the defective condition of the

14. *Iowa*. *Keyes v. Cedar Falls*, 107 Ia. 509, 78 N. W. 227.

Michigan. *Belyea v. Port Huron*, 136 Mich. 504, 99 N. W. 740.

Missouri. *Dinsmore v. St. Louis*, 192 Mo. 255, 91 S. W. 95; *Holloway v. Kansas City*, 184 Mo. 19, 82 S. W. 89.

Montana. *May v. Anaconda*, 26 Mont. 140, 66 Pac. 759.

New York. *Manney v. Curtiss*, 99 N. Y. S. 288, 113 App. Div. 421.

See also *Wallace v. New Haven*, 82 Conn. 527, 74 Atl. 886.

Stranger may pass along street to his destination at night, without being guilty of negligence. *Conner v. Nevada*, 188 Mo. 148, 86 S. W. 256, 107 Am. St. Rep. 314.

Need not examine every step of the way at night, on an ordinary sidewalk. *Chicago v. Harris*, 113 Ill. App. 633.

Bicyclist. See *Walsh v. Central New York T. & T. Co.*, 176 N. Y. 163, 68 N. E. 146; *Pinnix v. Durham*, 130 N. C. 360, 41 S. E. 932. Riding bicycle into wooden horse at night. *Burditt v. Winchester*, 205 Mass. 493, 91 N. E. 880.

15. *Heckman v. Evenson*, 7 N. D. 173, 73 N. W. 427; *Stillwater v. Swisher*, 16 Okla. 585, 85 Pac. 1110; *Gillard v. Chester*, 212 Pa. 338, 61 Atl. 929.

Need not search for holes. *Robinson v. Wilmington*, 8 Houst. (Del.) 409, 32 Atl. 347.

16. *Wright v. Saunders*, 65 Barb. (N. Y.) 214; *Durant v. Palmer*, 29 N. J. L. 544, 548.

17. *Bedford v. Neal*, 143 Ind. 425, 41 N. E. 1029, 42 N. E. 815; *Hall v. Manson*, 90 Ia. 585, 58 N. W. 881; *Stier v. Oskaloosa*, 41 Ia. 353.

The amount of care must be proportioned to the increased danger from darkness and other atmospheric conditions. *Wells v. Lisbon*, 21 N. D. 34, 128 N. W. 308.

18. *Owen v. Fort Dodge*, 98 Ia. 281, 67 N. W. 281.

19. *Jefferson v. Chapman*, 127 Ill. 438, 20 N. E. 33, 11 Am. St. Rep. 136.

20. *Idaho*. *Carson v. Genesee*, 9 Idaho, 244, 74 Pac. 862, 108 Am. St. Rep. 127.

Iowa. *Tuttle v. Clear Lake (Ia.)*, 102 N. W. 136.

Kansas. *Maultby v. Leavenworth*, 28 Kan. 745.

Massachusetts. *George v. Haverhill*, 110 Mass. 506.

Michigan. *Finch v. Bangor*, 133 Mich. 149, 94 N. W. 738; *Finn v. Adrian*, 93 Mich. 504, 53 N. W. 614.

Missouri. *Flynn v. Neosho*, 114 Mo. 567, 21 S. W. 903.

Montana. *Cannon v. Lewis*, 18 Mont. 402, 45 Pac. 572.

Utah. *Dwyer v. Salt Lake City*, 19 Utah, 521, 57 Pac. 535.

Not negligence *per se* to attempt to cross ridge about eight inches above the level of the walk, in the dark. *Bowman v. Ogden City*, 33 Utah, 196, 93 Pac. 561.

way;²¹ and such knowledge, although not negligence *per se*, may be a circumstance tending to show negligence;²² and if there is both knowledge of the defect and of the danger, there is contributory negligence if one passes over the dangerous place at night, without using proper care,²³ or, generally, where there is another safe and convenient way.²⁴

The traveler need not, at night, under ordinary circumstances, keep his eyes on the ground,²⁵ nor take any extraordinary precautions, unless he has knowledge both of the defect and of the attendant danger, in which latter case he must either go around the defect, take another route, or proceed slowly and with great care.

It has been held that it is not negligence *per se* to run or trot a horse at night,²⁶ or to drive a blind horse.²⁷ So running along the sidewalk, close to the building line, with head down, on a rainy night, has been held not necessarily contributory negligence.²⁸ Likewise, running on a dark night, on a street, to assist in extinguishing a fire, is not negligence.²⁹ So using an *icy sidewalk*, or stepping on ice, at night, with knowledge of the ice, is not necessarily contributory negligence.³⁰ And a *bicyclist* is not guilty of negligence

21. *Bedford v. Neal*, 143 Ind. 425, 41 N. E. 1029, 42 N. E. 815.

22. *Clayton v. Brooks*, 150 Ill. 97, 37 N. E. 574; *Flynn v. Neosho*, 114 Mo. 567, 21 S. W. 903; *Pitman v. El Reno*, 2 Okla. 414, 37 Pac. 851.

23. *Boswell v. Wakely*, 149 Ind. 64, 48 N. E. 637; *Indianapolis v. Cook*, 99 Ind. 10; *Corlett v. Leavenworth*, 27 Kan. 673; *Walker v. Reidsville*, 96 N. C. 382, 2 S. E. 74; *Hesser v. Grafton*, 33 W. Va. 548, 11 S. E. 211.

Knowledge of defect, coupled with the fact of darkness, held contributory negligence, in particular cases, see *McGraw v. Friend & Terry Lumber Co.*, 120 Cal. 574, 52 Pac. 1004; *Columbus v. Griggs*, 113 Ga. 597, 38 S. E. 953, 84 Am. St. Rep. 257; *Rogers v. Bloomington*, 22 Ind. App. 601, 52 N. E. 242; *Trout v. Elkhart*, 12 Ind. App. 343, 39 N. E. 1048; *Casey v. Fitchburg*, 162 Mass. 321, 38 N. E. 499; *Church v. Howard City*, 111 Mich. 298, 69 N. W. 651, 66 Am. St. Rep. 396; *O'Neill v. Bates*, 20 R. I. 793, 40 Atl. 236; *Bohl v. Dell Rapids*, 15 S. D. 619, 91 N. W. 315; *Swift & Co. v. Langbein*, 127 Fed. 111, 62 C. C. A. 111.

Driving where it was so dark the driver could not see, held negligence.

Perry v. Cedar Rapids, 87 Ia. 315, 54 N. W. 225.

Forgetting. One who forgets existence of hole is guilty of negligence. *Bruker v. Covington*, 69 Ind. 33, 35 Am. Rep. 202. But see § 2827, *ante*.

24. *Parkhill v. Brighten*, 61 Ia. 103, 15 N. W. 853; *McGinty v. Keokuk*, 66 Ia. 725, 24 N. W. 506.

§ 2828, *ante*.

25. *Manney v. Curtiss*, 99 N. Y. S. 288, 113 App. Div. 421; *Dallas v. Webb*, 22 Tex. Civ. App. 48, 54 S. W. 398.

26. *Sweet v. Poughkeepsie*, 82 N. Y. S. 618, 97 App. Div. 82; *Tompert v. Hastings Pavement Co.*, 55 N. Y. S. 177, 35 App. Div. 578.

27. *Brackenridge v. Fitchburg*, 145 Mass. 160, 13 N. E. 457.

Compare, however, *Whitman v. Lewiston*, 97 Me. 519, 55 Atl. 414.

28. *Ottawa v. Hayne*, 114 Ill. App. 21.

29. *Noblesville G. & I. Co. v. Loehr*, 124 Ind. 79, 24 N. E. 579.

30. *McGuinness v. Worcester*, 160 Mass. 272, 35 N. E. 1068; *Evans v. Utica*, 69 N. Y. 166, 25 Am. Rep. 165.

Ice and snow in middle of sidewalk, duty of pedestrian, see *Rogers v. Rome*, 89 N. Y. S. 130, 96 App. Div. 427.

per se in failing to carry a lamp on his wheel.³¹ So it is not negligence for a pedestrian to turn into an unimproved street at night at a place other than the regular crossing,³² nor to cross a park strip between the curb and sidewalk at night.³³ On the other hand, clearly it is contributory negligence to drive at a reckless speed at night.³⁴

§ 2830. Pedestrian not on sidewalk or crosswalk.

It is the safer practice for pedestrians to keep to the sidewalks and crosswalks. But it is not necessarily negligence to step off the sidewalk to avoid a crowd or defects or obstructions in the walk.³⁵ So a pedestrian is not required to confine himself to the sidewalks. He may, through caprice or for pleasure, use the driveway as well.³⁶ However, one using the driveway to walk on, instead of the sidewalk, should usually exercise greater care than when walking on the sidewalk.³⁷ So it is not negligence to walk over a path on one side of a street instead of on a regular constructed sidewalk on the other side.³⁸ And it is not contributory negligence to walk along the side of a street instead of on the macadamized portion in the middle of the road,³⁹ since a traveler is not bound to keep to that portion of the street which is usually traveled.⁴⁰ But where one leaves a sidewalk without sufficient reason, and uses the gutter as a place to walk, without taking any precautions, and slips into a sewer inlet, he cannot recover.⁴¹

31. *Christman v. Meierhoffer*, 116 Mo. App. 46, 92 S. W. 141; *Dunkin v. Hoquiam*, 56 Wash. 47, 105 Pac. 149.

32. *Collins v. Dodge*, 37 Minn. 503, 35 N. W. 368.

33. *Barnesville v. Ward*, 85 Ohio St. 1, 96 N. E. 937.

34. *Vincennes v. Thuis*, 28 Ind. App. 523, 63 N. E. 315.

35. Not necessarily negligence, where there is a crowd on the sidewalk, to step off the sidewalk onto the top of a catch basin which appeared to be safe. *Mattoon v. Worland*, 97 Ill. App. 13, 14. See also *Kansas City v. Manning*, 50 Kan. 373, 31 Pac. 1104.

But where one steps off a wide and safe sidewalk, into a ditch, in the daytime, because of inadvertence or want of attention, and thereby receives an injury, he cannot recover. *McLaury v. McGregor*, 54 Ia. 717, 7 N. W. 91.

Not negligence *per se* to walk over park strip of street between curbing

and sidewalk, where sidewalk obstructed. *Larson v. Sedro-Woolley*, 49 Wash. 134, 94 Pac. 938.

36. *Junction City v. Blades*, 59 Kan. 774, 52 Pac. 444.

It is not contributory negligence *per se* for one, knowing the only sidewalk on a narrow street of a city is in a dangerous condition, to walk on the street in a dark night. *East St. Louis v. Dougherty*, 74 Ill. App. 490, 494.

37. *Brown v. Chicago*, 135 Ill. App. 126.

38. *Neal v. Marion*, 129 N. C. 345, 40 S. E. 116.

39. *Emery v. Philadelphia*, 208 Pa. 492, 57 Atl. 977.

40. *Austin v. Ritz*, 72 Tex. 391, 9 S. W. 884; *Ringelstein v. San Antonio* (Tex. Civ. App.), 21 S. W. 634. But see *Burr v. Plymouth*, 48 Conn. 460.

41. *Mitchel v. Richmond*, 107 Va. 193, 57 S. E. 570, 11 L. R. A. (N. S.) 1114.

§ 2831. Same—crossing street other than on crosswalk.

It is not negligence *per se* to cross a street at a place other than the regular crossing.⁴² This is so even where the crossing is made on a dark night.⁴³ So it is not negligence, in crossing at a street intersection, to travel outside of a direct line across the street.⁴⁴ However, ordinarily, greater care is required of a pedestrian, where he crosses the street other than at a regular crossing.⁴⁵ And if one crosses other than at the regular crossing, and there is a plain and known obstruction at such place over which he stumbles, he is guilty of contributory negligence.⁴⁶ Obviously, knowledge of the defect is an important element in such cases.⁴⁷

42. *Georgia*. *Augusta v. Tharpe*, 113 Ga. 152, 38 S. E. 389.

Indiana. *Indianapolis v. Shoenig*, 48 Ind. App. 76, 95 N. E. 324.

Iowa. *Rea v. Sioux City*, 127 Ia. 615, 103 N. W. 949; *Bell v. Clarion*, 113 Ia. 126, 84 N. W. 962, 115 Ia. 357, 88 N. W. 824. But see *O'Laughlin v. Dubuque*, 42 Ia. 539, s. c., 52 Ia. 746, 3 N. W. 655.

Kansas. *Olathe v. Mizee*, 48 Kan. 435, 29 Pac. 754, 30 Am. St. Rep. 308.

Kentucky. *Glasgow v. Gillenwaters*, 113 Ky. 140, 67 S. W. 381.

Louisiana. *Weber v. Union Dev. & Const. Co.*, 118 La. 77, 42 So. 652.

Massachusetts. *Keith v. Worcester & B. V. St. R. Co.*, 196 Mass. 478, 82 N. E. 680; *Raymond v. Lowell*, 6 Cush. (Mass.) 524, 53 Am. Dec. 57.

New York. *Brusso v. Buffalo*, 90 N. Y. 679; *Bennett v. Sing Sing*, 14 N. Y. S. 463, 60 Hun, 579.

Only ordinary care required. *Covington v. Whitney*, 30 Ky. L. Rep. 659, 99 S. W. 337.

In Ohio, it has been held that where there was no necessity for crossing at a place other than the regular crossing, no recovery can be had. *Dayton v. Taylor's Adm'r*, 62 Ohio St. 11, 56 N. E. 480.

"A person who attempted to cross a street at a place other than the crossing provided for that purpose is bound to use care proportionate with the known danger; but, if he knows of no dangerous excavation or obstruction, he has a right to assume that all parts of the street intended for travel are reasonably safe for that purpose." *Indianapolis v. Shoenig*, 48 Ind. App. 76, 95 N. E. 324.

43. *Baker v. Grand Rapids*, 111 Mich. 447, 69 N. W. 740.

44. *Hall v. St. Joseph*, 163 Mo. App. 214, 146 S. W. 458.

45. *Magaha v. Hagerstown*, 95 Md. 62, 69, 51 Atl. 832, 93 Am. St. Rep. 317.

If one walks into a hole in the pavement while looking ahead, there is contributory negligence. *Tolan v. Philadelphia*, 35 Pa. Super. Ct. 311.

46. *Woodson v. Metropolitan St. R. Co.*, 224 Mo. 685, 123 S. W. 820, 30 L. R. A. (N. S.) 931, 20 Am. & Eng. Ann. Cas. 1039.

47. *Enders v. Chicago*, 147 Ill. App. 406, and see *Holding v. St. Joseph*, 92 Mo. App. 143.

An instruction that "crossing a road or street or walking from a sidewalk into the street, either at right angles or diagonally, at a point where there is no regular crossing, does not in itself constitute contributory negligence on the part of a pedestrian, but is a circumstance to be weighed by the jury in view of all the circumstances of the case," is bad because of "its failure to differentiate a case in which a pedestrian has knowledge of the defect which renders the crossing dangerous from one in which he is ignorant of that fact. The weight of authority sustains the proposition that one who does not know that there is a material inequality between the sidewalk and street, or other conditions rendering an attempt to pass from the one to the other dangerous, in the exercise of ordinary care, is not guilty of negligence in leaving the former at a point other than a regular crossing, and in going into the street." *Winchester v. Carroll*, 99 Va. 727, 40 S. E. 37.

§ 2832. Pedestrian outside limits of street.

If a pedestrian unnecessarily, for his own convenience, leaves the street limits and thereafter is injured outside the limits of the street, ordinarily he cannot recover.⁴⁸

§ 2833. Negligence as attributable to persons under disability.

Persons under disability may nevertheless be guilty of contributory negligence, in a proper case.

§ 2834. Same—children as negligent.

Children may be guilty of contributory negligence which will bar a recovery,⁴⁹ but only where they fail to exercise such an amount of care as, under like circumstances, could reasonably be expected of one of their years, capacity and experience.⁵⁰ The same *amount* of care is not required of a child as of an adult,⁵¹ and a child may be so young that contributory negligence cannot be attributed to him.⁵²

The general rule is that it is not contributory negligence for children to play on the streets or sidewalks,⁵³ but chil-

48. Zettler v. Atlanta, 66 Ga. 195; Monmouth v. Sullivan, 8 Ill. App. 50; Biggs v. Huntington, 32 W. Va. 55, 9 S. E. 51.

So where a traveler knew a street was excavated, and left it to cross some vacant lots to his destination, he cannot recover where injured by his mistake in wandering back into the street at a point where he thought there was a sidewalk. Austin v. Charlotte, 146 N. C. 336, 59 S. E. 701.

So a person is guilty of contributory negligence where he knowingly and carelessly departs from a known safe way and goes heedlessly across the street and beyond its limits and upon the land of an abutter, and is there injured by falling into an excavation. Mineral City v. Gilbow, 81 Ohio St. 263, 90 N. E. 800.

49. Brennan v. New York, 22 N. Y. S. 304, 67 Hun, 648; Miller v. Pennsylvania R. Co. (Pa.) 8 Atl. 209.

The act of a sixteen-year-old boy in running to a fire, with the fire engine, as contributory negligence has been held a question for the jury. Oakland R. Co. v. Fielding, 48 Pa. 320.

Children held not guilty of contributory negligence, in particular cases, see Denver v. Murray, 18 Colo. App. 142, 70 Pac. 440; Lorenz v. New Orleans, 114 La. 802, 38 So. 566.

Negligence of child four and a half

years old not shown. St. Paul v. Kuby, 8 Minn. 154.

Rolling of hoop on sidewalk is not *per se* negligence. Reed v. Madison, 83 Wis. 171, 53 N. W. 547, 17 L. R. A. 733.

Minor servant as chargeable with contributory negligence, see Bailey, Pers. Inj. (2d Ed.), § 444, p. 1338.

50. Strudgeon v. Sand Beach, 107 Mich. 496, 65 N. W. 616; Dowd v. Chicopee, 116 Mass. 93; Stern v. St. Louis, 161 Mo. 146, 150, 61 S. W. 594 (not such care as a child of his age "was individually capable of").

See Kerr v. Forgue, 54 Ill. 482, 5 Am. Rep. 146, keeping in mind, however, that rule of comparative negligence is now abolished even in Illinois.

The degree of care required for a child of ten in crossing a city street is that of an ordinarily prudent boy of his age. Lucarelli v. Boston Elevated Ry. Co. (Mass. 1913), 100 N. E. 632.

51. Parrish v. Huntington, 57 W. Va. 286, 50 S. E. 416; Reed v. Madison, 83 Wis. 171, 176, 53 N. W. 547, 17 L. R. A. 733.

52. A child of twenty months cannot be charged with contributory negligence. Covington v. Bollwinkle (Ky.), 121 S. W. 664.

53. District of Columbia v. Boswell, 6 App. (D. C.) 402; Caskey v.

dren in their teens have been held guilty of contributory negligence where they knew of defects but forgot them,⁵⁴ and a boy nine or ten years old has been held guilty of contributory negligence in walking backward on a sidewalk, where he fell into a manhole in plain sight.⁵⁵ On the other hand, in Illinois, it has been held that the fact that a twelve year old child was walking backward and talking to other children with her, at the time of the accident, is not contributory negligence *per se*.⁵⁶

*Whether the negligence of parents or guardians is imputable to infants is governed by the rules relating to contributory negligence in general, and the decisions are conflicting.*⁵⁷

§ 2835. Same—blind or infirm persons.

It is not negligence *per se* for a *blind person* to walk the streets,⁵⁸ even where unattended;⁵⁹ and a blind person may assume, the same as other persons, that a sidewalk is reasonably safe.⁶⁰ So *old age and defective eyesight*, even where coupled with a knowledge of the defect, do not necessarily show contributory negligence.⁶¹ and the fact that a traveler was subject to *dizzy spells* does not show negligence in using the streets.⁶² But if the injured should be blind, or have impaired vision, or be decrepit with age, or crippled, or deaf, or otherwise infirm so as to affect the sight, hearing, or ability to move, he should exercise greater care than would be required of him in case none of such disabilities existed.⁶³

La Belle, 101 Mo. App. 590, 74 S. W. 113 (stepping into hole while playing not contributory negligence).

§ 2757, *ante*.

"A large majority of children living in cities depend upon the daily labor of both parents for subsistence. * * * We cannot hold, as a matter of law, that every time a child, four years of age, steps into the street unattended, the mother is guilty of * * * negligence. * * * Such a rule ought to depopulate a city of all its laboring inhabitants." Chicago v. Major, 18 Ill. 349, 361, 68 Am. Dec. 553, holding negligence of parents to be question for jury.

54. King v. Colon, 125 Mich. 511, 84 N. W. 1077.

55. Casey v. Malden, 163 Mass. 507, 40 N. E. 849, 47 Am. St. Rep. 473.

56. Chicago v. McCrudden, 92 Ill. App. 257.

57. See Beach, Contrib. Neg., c. 6; Thompson, Neg., vol. 5, § 6310.

58. Franklin v. Harter, 127 Ind. 446, 26 N. E. 882; Salem v. Goller, 76 Ind. 291.

59. Smith v. Wildes, 143 Mass. 556, 10 N. E. 446; Foy v. Winston, 126 N. C. 381, 35 S. E. 609.

60. Carter v. Nunda, 66 N. Y. S. 1059, 55 App. Div. 501; Davenport v. Ruckman, 37 N. Y. 568, 573.

61. Yeager v. Spirit Lake, 115 Ia. 593, 88 N. W. 1095.

Compare, Garbanti v. Durango, 30 Colo. 358, 70 Pac. 686.

62. Normal v. Webb, 91 Ill. App. 183.

63. Winn v. Lowell, 1 Allen (Mass.), 177; Foy v. Winston, 126 N. C. 381, 35 S. E. 609; Dunkin v. Hoquiam, 56 Wash. 47, 105 Pac. 149.

For instance, if a blind man, unattended, crosses a street at a place other than a crossing, it would seem that there would be little doubt of his contributory negligence. Foy v. Winston, 135 N. C. 439, 47 S. E. 466.

Cripple using crutches has same

However, it cannot be said that the mere fact that a traveler is "in a diseased condition," without specifying the disease or the nature thereof, requires him to use more care than is required of ordinarily healthy persons.⁶⁴

If a person is blind or has defective eyesight,⁶⁵ or is otherwise physically infirm,⁶⁶ he is bound to use ordinary care when using the streets,⁶⁷ but in determining what ordinary care is, due consideration should be given to blindness or other infirmities,⁶⁸ and one who is infirm in any way must take more care and employ keener watchfulness in walking upon the streets and avoiding obstructions than other persons not infirm, in order to reach the standard of ordinary care established by the law for all persons alike, whether weak or strong, sound or deficient.⁶⁹

§ 2836. Same—intoxicated persons.

Even an intoxicated person has the right to presume that the streets are safe for travelers;⁷⁰ and intoxication of the person injured, at the time of the accident, is no defense unless the intoxication contributed to the injury.⁷¹ If one exercises ordinary care notwithstanding his more or less intoxicated condition, such condition is no defense;⁷² but if he is so intoxicated as to be unable to use the usual care which an ordinarily sober person would exercise, he cannot recover.⁷³ But no higher *degree* of care is required of an intoxicated person than of one in his sober senses.⁷⁴ However, the intoxication of the injured person, *in any degree*, at the time

right to use street as others, but must use more care. *Mt. Vernon v. Brooks*, 39 Ill. App. 426. *Contra*, *Swails v. Caruthersville*, 158 Mo. App. 589, 138 S. W. 948.

Astigmatism, and crippled by rheumatism. Must use more care than others. *Smith v. Cairo*, 48 Ill. App. 166.

Nearsightedness is not of itself evidence of contributory negligence. *Sweeney v. Butte*, 15 Mont. 274, 284, 39 Pac. 286.

64. *Edwards v. Three Rivers*, 102 Mich. 153, 157, 60 N. W. 454.

65. *Hill v. Glenwood*, 124 Ia. 479, 100 N. W. 522; *Keith v. Worcester & B. V. St. R. Co.*, 196 Mass. 478, 82 N. E. 680.

Compare *Ham v. Lewiston*, 94 Me. 265, 47 Atl. 548.

66. Same person should use more care than person not lame, where defect would be more likely to cause injury to the former than the latter.

Smart v. Kansas City, 91 Mo. App. 586.

67. § 2822, *ante*.

68. *Hill v. Glenwood*, 124 Ia. 479, 100 N. W. 522.

69. *Keith v. Worcester & B. V. St. R. Co.*, 196 Mass. 478, 82 N. E. 680.

70. *Lexington v. Auger*, 4 Ky. L. Rep. 23.

71. *Healy v. New York*, 3 Hun (N. Y.), 708, 6 Thomp. & C. 92; *Clarke v. Philadelphia & R. C. & I. Co.*, 92 Minn. 418, 100 N. W. 231; *Robinson v. Pioche*, 5 Cal. 460.

72. *Stout v. Columbia*, 118 Mo. App. 439, 94 S. W. 307.

73. *Covington v. Lee*, 28 Ky. L. Rep. 492, 89 S. W. 493, 2 L. R. A. (N. S.) 481.

Must use ordinary care even if intoxicated. *Madisonville v. Stewart* (Ky.), 121 S. W. 421.

74. *Epelett v. Sault Ste Marie*, 144 Mich. 392, 108 N. W. 360.

of the accident, is a circumstance proper to be considered by the jury on the question whether he was in the exercise of ordinary care.⁷⁵ Generally, the question whether the person was so intoxicated as to be unable to exercise ordinary care is one of fact for the jury.⁷⁶

§ 2837. Same—women.

At an early day, it was unsuccessfully contended that it was contributory negligence for a woman to drive a horse,⁷⁷ and in this day and age of “women’s rights” and suffrage such a defense is all the more insignificant and unworthy. And no reason appears why a woman should not be chargeable with contributory negligence exactly the same as a man.

§ 2838. Particular acts as contributory negligence.

The following acts, *inter alia*, have been held, in particular cases, to be contributory negligence; *driving* at furious speed;⁷⁸ driving at a rapid gait in violation of an ordinance;⁷⁹ *running automobile into rope* stretched across a street;⁸⁰ *driving too close* to defective culvert while attempting to drive around;⁸¹ driving carriage against stump near edge of driveway, at night, where driver knew of the stump and would not have struck it if he had not been driving at the extreme side;⁸² leaving horse unhitched;⁸³ leaving limits of highway;⁸⁴ walking on edge of ditch;⁸⁵ walking on end of planks, beyond the stringers in wooden sidewalks, with knowledge that planks were loose;⁸⁶ and in *moving a fourteen hundred pound safe* over a wooden sidewalk raised several feet from the ground.⁸⁷ Failure to comply with the *law of the road* may also be considered, in determining whether a traveler was guilty of contributory negligence.⁸⁸

The following acts, *inter alia*, have been held not to neces-

75. *Rhyner v. Menasha*, 97 Wis. 523, 73 N. W. 41, and see *Aurora v. Hillman*, 90 Ill. 61; *Anderson v. Wilmington*, 6 Penn. (Del.) 485, 70 Atl. 204.

76. *Arthur v. Charleston*, 51 W. Va. 132, 41 S. E. 171.

77. *Cobb v. Standish*, 14 Me. 198.

78. *Buckley v. New York*, 120 N. Y. S. 423, 135 App. Div. 512.

79. *Carswell v. Wilmington*, 2 Marv. (Del.) 360, 43 Atl. 169.

80. See *Holliday v. Athens*, 10 Ga. App. 709, 74 S. E. 67.

81. *Alton v. English*, 69 Ill. App. 197.

82. *Ovens v. Charlotte* (N. C. 1912), 74 S. E. 748.

83. *Denver v. Utzler*, 38 Colo. 300, 88 Pac. 143.

84. *Nelson v. Spokane*, 45 Wash. 31, 87 Pac. 1048.
§ 2832, *ante*.

85. *Louisville Gas Co. v. Hammer*, 32 Ky. L. Rep. 631, 106 S. W. 826.

86. *Hudon v. Little Falls*, 68 Minn. 463, 71 N. W. 678.

87. *Chicago v. Kohlhof*, 64 Ill. App. 349.

88. See *Baker v. Fall River*, 187 Mass. 53, 57, 72 N. E. 336.

sarily constitute contributory negligence: ⁸⁹ *rapid driving*; ⁹⁰ driving in a violent storm; ⁹¹ driving through a pool of water; ⁹² driving obliquely across a railroad track, to cross a street; ⁹³ *driving upon platform scales* in a street, where the scales were used by the public as a part of the street; ⁹⁴ *jumping from carriage* to assist one's horse which had fallen; ⁹⁵ failure to alight and take frightened horse by the head; ⁹⁶ failure of *driver of fire wagon* to strap himself into his seat, where it would be dangerous to do so; ⁹⁷ *walking rapidly*; ⁹⁸ *stopping* on street; ⁹⁹ *conversing* with companions while walking along sidewalk; ¹ *walking backward* while at work; ² using either of outside of three planks; ³ going into driveway of street to place an article in a conveyance; ⁴ *stepping near hole* and slipping into hole because of wet condition of walk; ⁵ *stepping on trap doors* in sidewalk, where they had not started to open; ⁶ *picking up loose electric wire*; ⁷ omission to obey orders of one not a municipal or other officer.⁸

89. It can not be said, as a matter of law, to show a want of ordinary care for a person desiring to pass a party of walkers taking up the whole walk to step on the sod a few inches to one side of the brick or stone or concrete sidewalk. It is not an unusual thing, and what is not unusual is to be anticipated. *Brennen v. Streator* (Ill. 1913), 100 N. E. 266.

90. *Chicago City R. Co. v. Kenyon*, 137 Ill. App. 126.

91. *Milwaukee v. Davis*, 6 Wis. 377.

92. *Hedges v. Kansas City*, 18 Mo. App. 62.

93. *Lynch v. New Rochelle*, 28 N. Y. S. 962, 78 Hun, 207.

94. *Kokomo v. Boring*, 24 Ind. App. 552, 57 N. E. 202.

95. *Sears v. Dennis*, 105 Mass. 310.

96. *White v. Ballard*, 19 Wash. 284, 53 Pac. 159.

97. *Valparaiso v. Chester* (Ind. 1911), 96 N. E. 765.

98. *Gaston v. Bailey*, 24 Ind. App. 24, 53 N. E. 1021.

99. *Hussey v. Ryan*, 64 Md. 426, 2 Atl. 729, 54 Am. Rep. 772.

1. *Kelley v. Kansas City*, 153 Mo. App. 484, 133 S. W. 670; *Butcher v. Philadelphia*, 202 Pa. 1, 51 Atl. 330.

2. *Steger v. Milwaukee*, 110 Wis. 484, 86 N. W. 161.

6 McQ. 27

3. *Pecor v. Oconto*, 125 Wis. 335, 104 N. W. 88.

4. *Finnegan v. Sioux City*, 112 Ia. 232, 83 N. W. 907.

5. *Burrell v. Greenville*, 133 Mich. 235, 94 N. W. 732.

6. *Bowley v. Mangrum & Otter*, 3 Cal. App. 229, 84 Pac. 996.

7. "One who is traveling along a highway and sees a loose electric wire upon the street, with nothing to show that it is a live or dangerous wire, may voluntarily pick it up and throw it out of the highway, and if the wire is a live wire, and he is injured thereby, he can recover damages; for picking up the wire and throwing it out of the way is an incident of travel along the highway and is not contributory negligence on the part of the traveler. He may recover either from the electric company or the city." *Croswell*, *The Law Relating to Electricity*, § 251. It may be stated as a general rule that whether or not the plaintiff is guilty of contributory negligence in picking up a live wire off the sidewalk and throwing it out of his way is a question of fact, to be determined by the jury according to the particulars of each case. *Southern Bell Tel. & T. Co. v. Davis* (Ga. App.), 76 S. E. 786.

8. *Marrioneaux v. Brugier*, 35 La. Ann. 13.

Running on a sidewalk is not negligence *per se*; ⁹ and one has a right to run upon the streets and sidewalks to escape from the assaults of others or for other good reasons.¹⁰

§ 2839. Imputed negligence.

Whether the negligence of a third person can be imputed to persons injured is the subject of conflicting decisions,¹¹ and in no way peculiar to municipal liability for defective streets.

§ 2840. Burden of proof.

In some states the burden of proving contributory negligence is on defendant, while in other states the burden is held to be on plaintiff to show freedom from contributory negligence.¹²

§ 2841. Question of law or fact.

Generally the question of contributory negligence of one injured in a street is a question of fact for a jury; but where, although the evidence may be consistent with more than one conclusion of fact, all the circumstances shown by the evidence are such that fair minded men could not disagree upon the conclusion that the person injured assisted in bringing about his injury through his own negligence, then the question is one of law for the court.¹³

10. PROXIMATE CAUSE.

§ 2842. Introductory.

It is not within the scope of this treatise to go into details in regard to the law of proximate cause, which affects every branch of negligence. For an extended discussion and treatment of the general question, reference should be made to standard treatises on the law of "Torts" and "Negligence."¹⁴

"Proximate cause" has been defined to be that cause which, in natural and continued sequence, unbroken by any efficient

9. *Penrose v. Fehr*, 113 Mich. 517, 71 N. W. 862, 67 Am. St. Rep. 479.

10. *Penrose v. Fehr*, 113 Mich. 517, 71 N. W. 862, 67 Am. St. Rep. 479 (running to escape snowballs).

11. Beach, *Contributory Negligence*, § 100 *et seq.*

12. See Beach, *Contributory Negligence*, §§ 422-443, where there is a full treatment of the question which is in no way peculiar to contributory

negligence in actions against municipalities.

13. Thompson, *Negligence*, vol. 5, § 6252.

Falling into trench in street. Contributory negligence generally a question for the jury. *O'Neil v. Chelsea*, 208 Mass. 307, 94 N. E. 279, and cases cited.

14. See Cooley, *Torts* (3d ed.), pp. 99-138; Thompson, *Neg.*, §§ 43-164; Shearman & Redfield, *Neg.*, pp. 26-44.

intervening cause, produced the result complained of, and without which that result would not have occurred.”¹⁵

§ 2843. Defect in street must be proximate cause.

In all negligence suits, no matter who is the defendant, no recovery can be had unless the negligence of the defendant was the proximate cause of the accident. The rule applies with equal force where the defendant is a municipal corporation and the alleged negligence relates to the condition of its streets. The defect in the street, *i. e.*, the negligence in connection therewith, must be the proximate cause of the injury complained of.¹⁶ If the negligence of the municipality in regard to the condition of its streets did not cause, or help to cause, the injury complained of, such negligence is not actionable.¹⁷ Furthermore it is not sufficient to warrant a recovery, where the precise cause of the injury is in doubt, to show that a defect in a street *might* have been the cause of the injury.¹⁸

The injury must be “the *natural and probable consequence*, of the negligence, such a consequence as under the surrounding circumstances of the case might and ought to have been foreseen by the wrongdoer and likely to flow from the act.”¹⁹

15. *Lyons v. Watt*, 43 Colo. 238, 95 Pac. 949. For other definitions, see text books on Negligence.

Reckless driving of automobile. Where a pedestrian walking on a driveway is forced off to the side of the street by an automobile going at a high rate of speed, the reckless driving of the automobile can not be said to be the proximate cause where it was rightfully on the street and the pedestrian would have been compelled to step aside even if the automobile had been going slow. *Neldhardt v. Minneapolis*, 112 Minn. 149, 127 N. W. 484.

16. *Parmenter v. Marion*, 113 Ia. 297, 85 N. W. 90; *Butler v. Oxford*, 69 Miss. 618, 13 So. 626; *Stanley v. Union Depot R. Co.*, 114 Mo. 606, 620, 21 S. W. 832; *Marsh v. Giles*, 211 Pa. 17, 60 Atl. 315. See also *Carlisle v. Secrest*, 25 Ky. L. Rep. 336, 75 S. W. 268.

To be a proximate cause, it must appear that the injury would not have happened but for the defect in the street. *Gaudin v. Carthage*, 12 N. Y. S. 796, 59 Hun, 619.

Defeat held proximate cause, see *Cunningham v. Thief River Falls*, 84 Minn. 21, 86 N. W. 763.

Platform projecting from second floor of building not a nuisance nor an obstruction—municipality not liable where pedestrian injured by being struck by a bale of hay thrown out of the second story—throwing out being the proximate cause. *Parmenter v. Marion*, 113 Ia. 297, 85 N. W. 90.

Absence of cover of catchbasin not proximate cause where one voluntarily descends into the basin to rescue a child. *Kelley v. Boston*, 180 Mass. 233, 62 N. E. 259.

Bomb in alley, though taken to an adjacent yard before being exploded, held proximate cause. *Wells v. Gallagher*, 144 Ala. 363, 39 So. 747, 3 L. R. A. (N. S.) 759, 113 Am. St. Rep. 50.

17. *Chicago v. Boston*, 117 Ill. App. 430; *Crawfordsville v. Van Cleave*, 39 Ind. App. 574, 77 N. E. 1149; *Vincennes v. Thuis*, 28 Ind. App. 523, 63 N. E. 315.

18. *Southworth v. Shea*, 131 Ala. 419, 30 So. 774.

19. *Bitting v. Maxatawney Tp.*, 177 Pa. 213, 215, 35 Atl. 715.

See also *Rockford v. Tripp*, 83 Ill. 247, 25 Am. Rep. 381.

See *Bailey, Pers. Inj.* (2d Ed.), vol. 1, § 47.

Thus, the fact that streets are in a defective condition cannot be said to be the proximate cause of the loss by fire of one's buildings, on the ground that the fire apparatus was slow in getting to the fire because of such condition of the streets.²⁰ Likewise, when an accident happens by reason of some slight defect from which danger was not reasonably to be anticipated, and which, according to common experience, was not likely to happen, the municipality is not chargeable with negligence.²¹ But it is not necessary that the *particular* injury could reasonably have been foreseen and apprehended as a result of the defect.²²

§ 2844. Same—obstruction as proximate cause where obstructive character not cause.

If an obstruction in a street is unlawful, but the obstructive character thereof is not in fact the cause of the injury but instead its explosive character,²³ or, in one case, negligence

If a result is of such a character that reasonable prudence and foresight would not forecast its happening as a consequence of the act, then it may not be considered as a proximate cause. *Beetz v. Brooklyn*, 41 N. Y. S. 1009, 10 App. Div. 382, 384 (putting lime in street, boys took some of it and mixed it with water, causing an explosion).

"It is true that plaintiff would not have been injured had the excavation been guarded, but it is also true that she would not have fallen into it had she not mistaken the lot where it was located for Fifth avenue. The omission of the town to guard the excavation was only a condition upon which a new, independent, and unforeseen cause operated which was the cause of plaintiff's injuries; i. e., her mistake in thinking the vacant lot where the excavation existed was the road which she intended to take on leaving Main street. This error of plaintiff was in no manner induced by any act or omission of the defendant. It was not naturally and reasonably to be expected as the result or the natural and probable consequence of defendant's negligence; and therefore, as to it, plaintiff's injuries resulted from an inevitable accident." *Lyons v. Watt*, 43 Colo. 238, 95 Pac. 949.

Liberty pole in street not a nuisance, and municipality not liable for injuries where broken by a wind of

unusual violence. *Allegheny v. Zimmerman*, 95 Pa. 287, 40 Am. Rep. 649.

Runaway horses, frightened by defect in street. Injury to driver, occurred in another place. Injury held not too remote. *Topeka v. Tuttle*, 5 Kan. 311, 323, 425.

20. "So that the question is, could or would the fire have been extinguished if the street had been in good condition for public travel, or, to put it in another way, was the destruction of her house caused by the negligent condition of the street? This is altogether problematical. Certain it is that the city was in no wise responsible for the fire, and in this particular it committed no breach of duty. Nor can it be said that it could reasonably be anticipated by the city that any loss by fire would result from the condition of the street. This being true, it is difficult to perceive upon what ground the city can be asked to respond in damages because its street was out of repair. The connection between the condition of the street and the fire is too remote; in fact there is none." *Hazel v. Owenboro*, 30 Ky. L. Rep. 627, 99 S. W. 315.

21. *Braatz v. Fargo*, 19 N. D. 538, 125 N. W. 1042, 27 L. R. A. (N. S.) 1169.

22. *Hazzard v. Council Bluffs*, 79 Ia. 106, 44 N. W. 219.

23. *Frank v. Warsaw*, 198 N. Y. 463, 92 N. E. 17.

in tying up the thills of a wagon stored in the street,²⁴ nevertheless the presence of the object in the street must be held the proximate cause of the injury.

§ 2845. Concurring and intervening causes: defect in street need not be sole cause.

Except in Maine,²⁵ Massachusetts,²⁶ Connecticut,²⁷ and perhaps one or two other states,²⁸ it is well settled that the defect in the street need not be the sole cause of the injury but that the municipality is liable although there is another concurring cause, provided (1) such concurring cause is not due to the negligence of the injured person, and (2) the injury would not have been sustained except for the defect in the street.²⁹ The same rule applies where the concurring cause

24. *Cohen v. New York*, 113 N. Y. 532, 21 N. E. 700, 4 L. R. A. 406, 10 Am. St. Rep. 506.

25. *Moore v. Abbott*, 32 Me. 46, followed in *Moulton v. Sanford*, 51 Me. 127, and in *Aldrich v. Gorham*, 77 Me. 287, 289.

See *Merrill v. Portland*, Fed. Cas. No. 9,470, construing Maine law.

26. *Clinton v. Revere*, 195 Mass. 151, 80 N. E. 813; *Rowell v. Lowell*, 7 Gray (Mass.) 100, 66 Am. Dec. 464.

27. *Bartram v. Sharon*, 71 Conn. 686, 691, 43 Atl. 143, 46 L. R. A. 144, 71 Am. St. Rep. 225.

"If the culpable negligence of one traveling with the plaintiff was a proximate cause of the injury, there is no cause of action." *Hinkley v. Danbury*, 81 Conn. 241, 70 Atl. 590.

28. *Schaeffer v. Jackson Tp.*, 150 Pa. 145, 24 Atl. 629, 18 L. R. A. 100, 30 Am. St. Rep. 792; *Chartiers Tp. v. Phillips*, 122 Pa. 601.

29. *Georgia*. *Barrett v. Savannah*, 9 Ga. App. 642, 72 S. E. 49.

Illinois. *Lacon v. Page*, 48 Ill. 499; *Belleville v. Hoffman*, 74 Ill. App. 503.

Indiana. *Indianapolis T. & T. Co. v. Springer*, 47 Ind. App. 35, 93 N. E. 707.

Iowa. *Wheeler v. Ft. Dodge*, 131 Ia. 566, 108 N. W. 1057, 9 L. R. A. (N. S.) 146.

Kansas. *Atchison v. King*, 9 Kan. 550.

Missouri. *Vogelgesang v. St. Louis*, 139 Mo. 127, 40 S. W. 653; *Brennan v. St. Louis*, 92 Mo. 482, 2 S. W. 481; *Hull v. Kansas*, 54 Mo. 598, 14 Am. Rep. 487; *Bassett v. St. Joseph*,

53 Mo. 290, 14 Am. Rep. 446; *Vogel v. West Plains*, 73 Mo. App. 588.

New York. *Ehrgott v. New York*, 96 N. Y. 264, 283, 48 Am. Rep. 622; *Ring v. Cohoes*, 77 N. Y. 83, 33 Am. Rep. 574; *Kennedy v. New York*, 73 N. Y. 365, 29 Am. Rep. 169.

North Dakota. *Ouverson v. Grafton*, 5 N. D. 281, 289-291, 65 N. W. 676.

Texas. *San Antonio v. Porter*, 24 Tex. Civ. App. 444, 447, 59 S. W. 992.

Washington. *Brabon v. Seattle*, 29 Wash. 6, 9, 69 Pac. 365.

United States. *Gallagher v. St. Paul*, 28 Fed. 305.

"The doctrine of concurrent negligence is firmly rooted in the jurisprudence of this state. A defendant may be liable even if the accident was not caused by his sole negligence. He is liable if his negligence concurred with that of another, or with the act of God, or with an inanimate cause, and became a part of the direct and proximate cause of the injury, although not the sole cause." *Townsend v. Joplin*, 139 Mo. App. 394, 123 S. W. 474.

"It seems to be well settled in law that if the injury is the result of concurring causes for one of which only the defendant is responsible he must answer, or where the injury is the combined result of negligence and accident, the negligent party must answer unless the injury would have happened if it had not been negligent." *Louisville v. Bridwell* (Ky. 1912), 150 S. W. 672.

"We have no hesitancy in holding that a municipality is liable for dam-

for which the municipality is not liable is the *act of a third person*.³⁰

Applying this rule it is held that where a fall on a sidewalk would not have happened but for the presence of *rough and uneven ice* on the walk, the municipality is liable although another irresponsible condition concurred with the fault of the municipality in producing the injury.³¹ So where one cause of the injury is a defect in the street, and the other cause a runaway horse of a third person for which neither the injured person nor the municipality is responsible, the municipality is liable, provided the injury would not have occurred but for the defect in the street.³² In another case, a traveler was driving along a street on the side of which was an unprotected ditch several feet wide and with precipitate sides. To avoid the projections of a street car, the driver pulled his team away from the track and in doing so one of the horses fell into the ditch, bringing the wagon into such a position that it was struck by the street car. It was contended that the proximate cause was the rapidly approaching car striking the rear end of the wagon, but it was held that the unguarded ditch was the proximate cause.³³

§ 2846. Same—Massachusetts rule.

As already stated,³⁴ the courts of Massachusetts hold that the defect in the street must be the sole cause of the injury. However, the courts of that state have materially limited the rule by holding that it does not mean that there must be no other *innocent or accidental* contributing cause.³⁵ It means

ages from an accident the result of two concurrent causes, though one of them is a cause over which the municipality has no control, providing, however, it is a cause which it should have anticipated and have guarded against." *Smith v. Yankton*, 23 S. D. 352, 121 N. W. 848.

"But in the situation disclosed her fall could have been due to catching her heel on the end of the sidewalk, an accident for which defendant would not be liable, and still the injury would not have resulted except for the co-operation of defendant's negligence in offering a deep hole for her to fall into, an act of omission for which defendant would be liable. *Ballentine v. Kansas City*, 126 Mo. App. 130, 103 S. W. 564; *Bassett v. St. Joseph*, 53 Mo. 290, 14 Am. Rep. 446. Where an injury is the joint product of accident and neg-

ligence and would not have occurred in the absence of negligence, the wrongdoer can not escape liability on the ground that his tort was not the sole producing cause of the injury." *Pearce v. Kansas City*, 156 Mo. App. 230, 137 S. W. 629.

Previous accident as proximate cause of subsequent accident, see *Watters v. Waterloo*, 126 Ia. 199, 101 N. W. 871.

30. § 2849, *post*.

31. *Templin v. Boone*, 127 Ia. 91, 102 N. W. 789.

32. *Rock Falls v. Wells*, 65 Ill. App. 557.

33. *Denver v. Johnson*, 8 Colo. App. 384, 46 Pac. 621.

34. § 2845, *ante*.

35. *Rowell v. Lowell*, 7 Gray (Mass.), 100, 66 Am. Dec. 464.

The only exception to the rule, in Massachusetts, that the defect in the

that there must be no other *culpable* cause.³⁶ If the wrongful or negligent act of a third person contributes to the injury, there can be no recovery against the municipality;³⁷ but if the defect is a direct and proximate cause of the accident, other concurring conditions which *do not involve negligence or culpability*, even if they come into a casual relation to the accident, do not relieve the municipality from liability.³⁸

§ 2847. Same—proximate cause not always immediate cause.

The proximate cause is not always the immediate cause, *i. e.*, the cause or condition nearest in time or space to the result.³⁹ Thus, if a horse is frightened by defects or objects in a highway, under such circumstances that the municipality would be liable if injury resulted to the driver, such negligence is held the proximate cause of an injury to another by the runaway horse running into him in the street.⁴⁰

§ 2848. Same—act of injured person as concurring cause.

If the injury is caused in part by the act of the injured party, but he is in no way in fault, *i. e.*, not guilty of contributory negligence, he may recover where the municipality has

street must be the sole cause of the injury, is where the contributing cause is a pure accident, and one which common prudence could not have foreseen and guarded against. *Rowell v. Lowell*, 7 Gray (Mass.), 100, 66 Am. Dec. 464, where city was held not liable where injury was caused by the combined effect of slipping upon post office steps outside of the street and then continued to slip on the sidewalk, both the steps and the walk being out of repair and unsafe.

If a traveler is pushed down because of the pressure of a crowd in which he is, the municipality is liable, since a crowd is not unlawful; but if he is pushed down, through the *wilful act or negligence* of the crowd or any person therein, he can not recover. *Alger v. Lowell*, 3 Allen (Mass.), 402.

36. *Hayes v. Hyde Park*, 153 Mass. 514, 27 N. E. 522, 12 L. R. A. 249.

It is only where the concurring act of a wrongdoer contributes to the injury that the municipality is relieved by the Massachusetts exception to the general rule that in actions for wrongs suffered from negligence, the act causing the injury,

is to be treated as the proximate cause, without regard to intervening acts by which it is precipitated. *Clinton v. Revere*, 195 Mass. 151, 80 N. E. 813.

37. *Block v. Worcester*, 186 Mass. 526, 72 N. E. 77.

38. *Block v. Worcester*, 186 Mass. 526, 72 N. E. 77.

39. 1 Thompson, Neg., vol. 1, § 48. See also *Gonzales v. Galveston*, 84 Tex. 3, 19 S. W. 284, 31 Am. St. Rep. 17; *Eads v. Marshall* (Tex. Civ. App.), 29 S. W. 170.

40. *Merrill v. Claremont*, 58 N. H. 468.

If a horse is frightened by a defect in a street and one walking on a sidewalk is knocked down and injured by the frightened horse, the defect in the street is the proximate cause of the injury. *Lee v. Union R. Co.*, 12 R. I. 383, 34 Am. Rep. 668.

In Massachusetts, however, it has been held that where a horse became frightened by a defect in the highway, and knocked down a pedestrian after running some fifty rods, the defect in the street was not the proximate cause. *Marble v. Worcester*, 4 Gray (Mass.), 395, Justice Thomas dissenting.

been negligent.⁴¹ Thus, it has uniformly been held that municipalities are liable to one rightfully upon the street, injured by contact with some defect therein, although *while attempting to escape danger by flight*.⁴²

§ 2849. Same—where concurring cause act of third person.

The general rule is that if the negligence of the municipality combines with the act or negligence of a third person, the municipality is liable.⁴³ Thus, where a place is unsafe, the municipality is liable although the immediate cause was the *negligence* of a third person in pushing off the sidewalk the person injured.⁴⁴ On the other hand, if the concurring act of a third person is not mere negligence, but is a *wilful act*,

41. § 2840, *ante*.

"A man, blinded by vertigo, or suffering from some other similar condition, can not be said to be negligent if he grasps for support a little tree planted by the city in a portion of the sidewalk. The proximate cause of his injury could consist of two acts, one coming from him in a dazed condition, and not negligent, and one coming from the city, in permitting an obstruction upon the sidewalk, which act was negligence. It oftentimes occurs that the proximate cause of an injury is of double character. In other words, there may be two or more causes uniting to produce the injury. In such case, if the act of the plaintiff, which is one of the causes, is not negligent, and the act of the defendant, which is the other of such causes, is negligent, then there can be a recovery by the injured party or the one to whom the cause of action goes, if death results from the injury." *Woodson v. Metropolitan St. R. Co.*, 224 Mo. 685, 123 S. W. 820.

42. *Dondono v. Indianapolis*, 44 Ind. App. 366, 89 N. E. 421.

43. *Illinois*. *Rock Falls v. Wells*, 169 Ill. 224, 48 N. E. 440, *aff'd* 65 Ill. App. 557; *Aurora v. Hillman*, 90 Ill. 61.

Indiana. *Knouff v. Logansport*, 26 Ind. App. 202, 59 N. E. 347, 84 Am. St. Rep. 292.

Iowa. *Van Camp v. Keokuk*, 130 Ia. 716, 107 N. W. 933.

Kansas. *Olathe v. Mizee*, 48 Kan. 435, 29 Pac. 754, 30 Am. St. Rep. 308 (persons on walk refusing to step aside to let others pass).

Missouri. *Benjamin v. Metropol-*

itan St. Ry., 133 Mo. 274, 34 S. W. 590.

New York. *Twist v. Rochester*, 55 N. Y. S. 850, 37 App. Div. 307, 319, *aff'd* without opinion in 165 N. Y. 619, 59 N. E. 1131.

Washington. *Eskildsen v. Seattle*, 29 Wash. 583, 70 Pac. 64.

Wisconsin. *McClure v. Sparta*, 84 Wis. 269, 54 N. W. 337, 36 Am. St. Rep. 924; *Papworth v. Milwaukee*, 64 Wis. 389, 25 N. W. 431.

Contra in *Massachusetts*. *Shepherd v. Chelsea*, 4 Allen (Mass.), 113; *Bourget v. Cambridge*, 159 Mass. 388, 34 N. E. 455, and see § 2846, *ante*.

"The existence of concurrent causes does not relieve the appellant from liability, although one of the causes was the act of a third person. The fact that another cause operated in connection with the negligence of a municipal corporation and brings about the injury of appellee, such negligence is the proximate cause of the injury. It was the duty of appellant city to compel the railroad company to repair said crossing. Its failure so to do was the negligence which caused the injury. Where there is an intervening event and a defective crossing, they form concurrent causes; both being present and acting at the same time to produce the injury. The negligence of the city is responsible for one of them, yet the city can not avoid liability because it was not responsible for the other." *Hammond v. Jahnke* (Ind. 1912), 99 N. E. 39.

44. *Carterville v. Cook*, 29 Ill. App. 495, *aff'd* in 129 Ill. 152, 22 N. E. 14, 4 L. R. A. 721, 16 Am. St. Rep. 248.

such as pushing or throwing one into a pit, the negligence of the municipality in failing to guard the pit is not the proximate cause.⁴⁵

Then we have a condition such as this: There is an actionable defect in a street but the initial and immediate cause is the act of a third person, just before the injury, which makes the place more dangerous and causes the injury. In such a case, the defect in the street is generally held to be the proximate cause,⁴⁶ although some cases seem to hold the contrary, influenced perhaps to some extent by the facts of the particular case.⁴⁷ Thus, it has been held that the negligence of a municipality, where combined with the act of a third person, is not the proximate cause, where the obstruction in the street could not alone have caused the injury but the act of the third person intervened as an independent force and caused the injury.⁴⁸ So it has been held in Iowa that where a vehicle was struck by another vehicle being driven at a dangerous speed along a street car track, but the injury could have been avoided if the municipality had not negligently allowed the car tracks to become out of repair, the reckless driving was the proximate cause of the injury.⁴⁹ But if a wagon is allowed to stay in a street for days, and the accident happens because of the presence of the obstruction, it is held in a leading case in New York that the obstruction is the proximate cause notwithstanding the accident would not have happened if the thills of the wagon had not been negligently tied by a third person.⁵⁰

45. *Alexander v. New Castle*, 115 Ind. 51, 17 N. E. 200.

Where there is an unguarded excavation in a street into which one is thrown by the wilful act of another, the negligence of the municipality is not the proximate cause of the injury. *Milostan v. Chicago*, 148 Ill. App. 540.

46. *Louisville v. Johnson*, 24 Ky. L. Rep. 685, 69 S. W. 803.

Loose plank in sidewalk, displaced by passing bicycle just as pedestrian was about to pass, he stepping into the hole. Loose plank held proximate cause. *Chacey v. Fargo*, 5 N. D. 173, 64 N. W. 932.

Contra, see *Hembling v. Grand Rapids*, 99 Mich. 292, 58 N. W. 310, where horse was hitched to plank which he suddenly jerked from its place.

47. Debris on side of street, obstructing vision. Plaintiff, while

walking along path, was killed by street car. Negligence of city held not proximate cause. *Setter's Adm'r v. Maysville*, 114 Ky. 60, 69 S. W. 1074.

48. "We must be careful to avoid confusing two things which are separate and distinct, namely, that which causes the injury and that without which the injury would not have happened. For the former a defendant may be liable; for the latter he will not." *Storey v. New York*, 51 N. Y. S. 850, 29 App. Div. 316, 322, holding city not liable where wagon ran into boy in street, neither the boy nor the driver being able to see each other because of mound of earth in street.

49. *DeCamp v. Sioux City*, 74 Ia. 392, 37 N. W. 971.

50. *Cohen v. New York*, 113 N. Y. 532, 538, 21 N. E. 700, 4 L. R. A. 406, 10 Am. St. Rep. 506.

§ 2850. Same—where exact cause in doubt.

“If an injury *may* have resulted from one or two causes, for one of which the party charged would be liable, but not for the other, then no recovery can be had. That this is a fixed principle of law there can be no doubt; but * * * it can have no application * * * unless there is uncertainty and doubt between two distinct causes separately initiated. But where one suffers an injury, and it appears that the acts of negligence are concurring, but one is remote and the other immediate, or in other words, the actual injury complained of would not have occurred but for the cause initiated by the defendant, that is held to be the proximate cause, and recovery is allowed.”⁵¹

§ 2851. Same—application of rule where concurring cause is slippery condition, snow, ice, etc.

The municipality is liable where the concurring causes are an actionable defect in the street and the slippery condition of the way,—for the latter of which alone the municipality is not liable—⁵² or where it is due to a defect in a street and the fact that it was hidden by snow at the time.⁵³ So where one is injured because of the negligent construction of a sidewalk and because of the slipperiness of the ice thereon, the municipality being liable for the former but not for the latter, the rule as to concurring causes applies and renders the municipality liable.⁵⁴ Thus, if there is actionable negligence in putting an iron cover in a sidewalk which is naturally so smooth and slippery as to be dangerous, the municipality is liable, although rain thereon for which the municipality was not liable contributed to the injury.⁵⁵ So the fact that a side-

51. *Keane v. Seattle*, 55 Wash. 622, 104 Pac. 819.

52. *Indiana*. *Lyon v. Longansport*, 9 Ind. App. 21, 35 N. E. 128.

Kentucky. *Covington v. Billiter*, 30 Ky. L. Rep. 650, 99 S. W. 318.

Kansas. *Atchison v. King*, 9 Kan. 550.

New York. *Hamilton v. Buffalo*, 66 N. Y. S. 990, 55 App. Div. 423; *Lehmann v. Brooklyn*, 51 N. Y. S. 524, 30 App. Div. 305, 308.

Rhode Island. *Hampson v. Taylor*, 15 R. I. 83, 23 Atl. 732.

If snow and ice on a street, a cause for which the municipality is not liable, combined with a defect or obstruction in the street for which the municipality is liable, and the accident would not have happened but for the defect or obstruction in

the street, the municipality is liable. *Lehmann v. Brooklyn*, 51 N. Y. S. 524, 30 App. Div. 305.

Where pedestrian would not have fallen if his foot had not slipped on the snow, but the injury was occasioned by his foot slipping into a defective portion of the sidewalk, the municipality is liable although not liable because of the snow on the walk. *Forney v. Melvin*, 130 Ill. App. 203.

53. *Street v. Holyoke*, 105 Mass. 82, 7 Am. Rep. 500; *Lincoln v. Smith*, 28 Neb. 762, 45 N. W. 41.

54. *Snickles v. St. Joseph*, 139 Mo. App. 187, 122 S. W. 1122; *Smith v. Yankton*, 23 S. D. 352, 121 N. W. 848.

55. *Smith v. Tacoma*, 51 Wash. 101, 98 Pac. 91.

walk was rendered more dangerous by being wet and slippery does not affect the liability of the municipality for allowing a hole or other defect to exist in the street,⁵⁶ since the slipping is not the proximate cause of the injury.⁵⁷ But where the causes of slipping on a sidewalk were the plan of construction and a coating of smooth ice, the municipality being responsible for the former but not for the latter, no recovery can be had where the accident would have happened without regard to the negligent plan of construction or where it is equally as probable that the injury came from the one cause as the other.⁵⁸

§ 2852. Same—intervening causes.

Intervening causes are not always clearly distinguishable from concurring causes, although the former must be subsequent in time and a new or independent force or power.⁵⁹ *The general rule is that if the negligence of a municipality would not have produced the catastrophe but for the subsequent intervening negligence of a third person, which latter negligence is not a result which the municipality might reasonably anticipate, nor one against which it was its duty to guard, the negligence of the municipality is not the proximate cause, provided the injury would not have happened but for the intervening negligence.*⁶⁰ The intervention of a third

56. *Columbus v. Neise*, 63 Kan. 885, 65 Pac. 643.

57. *Burrell v. Greenville*, 133 Mich. 235, 94 N. W. 732.

To same effect, *Alexander v. Big Rapids*, 76 Mich. 282, 42 N. W. 1071; *Porcella v. Mutual Reserve Fund Life Ass'n*, 63 N. Y. S. 599, 50 App. Div. 158.

58. *Langhammer v. Manchester*, 99 Ia. 295, 68 N. W. 688.

59. *Aetna Ins. Co. v. Boon*, 95 U. S. 117, 24 L. Ed. 395.

60. *Thompson, Neg.*, vol. 1, §§ 55, 56.

"Damages are not properly chargeable to any alleged act of negligence, when it appears that subsequently an independent and unexpected factor intervened which in itself was the real cause of the mischief. Legal responsibility in such a case rests upon the intervening cause, and, unless that was the fault of the original wrongdoer, the latter is relieved from responsibility." *Quinn v. Philadelphia*, 225 Pa. 176, 73 Atl. 318.

"A defendant is not liable for acts of negligence where an injury is oc-

casioned by an independent, intervening act which he could not have reasonably anticipated would be the result of his negligence, although the injury for which it is sought to hold him responsible would not have occurred except for his negligence. In this respect the law is so well settled that citation of authority is not necessary." *Lyons v. Watt*, 43 Colo. 238, 95 Pac. 949.

So where the negligence of a municipality in allowing a hole to be in a street caused a horse to run away, and in running he collided with a carriage so as to overturn the vehicle drawn by the runaway, the defect in the street is the proximate cause, since there was no break in the natural sequence of events. *Quinlan v. Philadelphia*, 205 Pa. 309, 54 Atl. 1026.

"Each count of the complaint charges negligence to the defendant for permitting an accumulation of water in the road, while the injury sustained is averred to have been caused by the action of the horse while plaintiff was assisting him to

person, or of other new and direct causes, does not preclude a recovery *if the injury was the natural or probable result of the original wrong.*⁶¹ "The act of a third person, intervening and contributing a condition necessary to the injurious effect of the original negligence, will not excuse the first wrongdoer, if such act ought to have been foreseen. The original negligence still remains a culpable and direct cause of the injury. The test is to be found in the probable injurious consequences which were to be anticipated, not in the number of subsequent events and agencies which might arise."⁶² The true rule "is that when the intervening act, whether that of a third person or otherwise, is one which should have been foreseen or reasonably anticipated, and which in an incidental or subordinate way works out the natural and probable consequence of the antecedent negligence, the latter is deemed the proximate cause of the injury, although it would not have occurred but for the intervening act."⁶³ If the initial cause is the act of a third person, but the injury would not have resulted but for the intervening defective condition of the streets, the latter is the proximate cause.⁶⁴ Thus, if a traveler on a sidewalk is thrown into a hole therein by a bicycle striking a companion who was thrown against him, the hole is the proximate cause, where but for that he would not have been injured.⁶⁵

§ 2853. Same—injury as result of negligence as test.

It is sometimes held that if the injury would not have happened but for the cause for which the municipality is not responsible, the municipality is not liable because its negligence is not the proximate cause,⁶⁶ although many decisions, while

get up, and which occurred after plaintiff had safely alighted from the wagon, and was the result of a subsequent independent act of the plaintiff," and hence the alleged negligence is not the proximate cause. *Crowley v. West End*, 149 Ala. 613, 43 So. 359, 10 L. R. A. (N. S.) 801.

61. *Eskildsen v. Seattle*, 29 Wash. 583, 585, 70 Pac. 64.

62. *Lane v. Atlantic Works*, 111 Mass. 136.

63. *Citizens' Gas & E. Co. v. Nicholson*, 152 Fed. 389, 81 C. C. A. 515.

64. Fright of child, by other children who were playing, is not proximate cause where because thereof he slips into vat of hot water in the street. *Korpi v. Oliver Iron M. Co.*, 114 Minn. 525, 131 N. W. 372.

65. *Keane v. Seattle*, 55 Wash. 622, 104 Pac. 819.

66. If injury would not have happened but for the initial cause for which the municipality was not responsible (breaking of line when driving horse), no recovery can be had, the defect in the way being a subsequent and remote cause. *Macfarlane v. Sullivan*, 99 Wis. 361, 75 N. W. 71, 74 N. W. 559.

Where injury was occasioned by struggle between a policeman and one who was trying to pull away from him, the officer stepping into a hole in the sidewalk, hole held not proximate cause. *Childrey v. Huntington*, 34 W. Va. 457, 465, 12 S. E. 538, 11 L. R. A. 313.

"Although the defect in the street

not expressly holding a contrary rule, do so in effect.⁶⁷ Thus, it is held that if a traveler on a street is thrown into the street by a hole therein, for which the municipality is responsible, but is not injured until a street car comes along and runs over him while lying on the track, the intervening agent, *i. e.*, the negligence of the street car company, is not the proximate cause.⁶⁸

§ 2854. Same—runaway horse as proximate cause.

Where a horse becomes frightened and the driver loses control, and thereafter the horse runs into some defect in the street or over an embankment, the general rule is that the defect in the street is the proximate cause although the injury would not have happened if the horse had not been unmanageable, provided of course the driver has not been guilty of contributory negligence.⁶⁹ However, this rule does not pre-

may have contributed to the collision between appellant's fire engine and the wagon resulting in appellee's injury, if at the time the horses attached to fire engine were from fright running away and beyond the control of the driver, whether such fright resulted from the negligence of the driver or other cause, and appellee's injuries would have been sustained, in the absence of the defect in the street, by the running away of the horses alone, then the defect in the street can not be regarded as the proximate cause of the injury." *Louisville v. Bridwell*, (Ky. 1912), 150 S. W. 672.

So where the alleged negligence was allowing an areaway to remain uncovered, but the cause of the injury in the first place was the hinge of an adjacent cellar door over which the pedestrian tripped and fell into the cellar; the existence of the cellar door and hinge not being a defect in the streets, the projecting hinge is the proximate one, and hence the municipality is not liable. *Quinn v. Philadelphia*, 224 Pa. 176, 73 Atl. 318.

67. "If a municipality has been negligent in the discharge of such a duty, and the person injured is not at fault, it is liable (according to the weight of authority) where the injury would not have occurred but for the obstruction or defect. It can not excuse its culpability by saying that the injury possibly, or even

probably, would not have happened but for the intervention of a concurring cause, such as a horse becoming unmanageable through fright, for which neither party is responsible." *McLemore v. West End*, 159 Ala. 235, 48 So. 663.

Where there were broken bottles in a ditch, without which the injury, notwithstanding the falling into the ditch, would not have resulted, the fall due to the defective condition of the sidewalk is nevertheless the proximate cause. *Galveston v. Posnainsky*, 62 Tex. 118, 134, 50 Am. Rep. 517.

So where a hole in a street caused the tongue of a wagon to strike a street car rail, throwing the driver out, such hole was the proximate cause. *Dallas v. McCullough* (Tex. Civ. App.), 95 S. W. 1121.

68. *Chicago v. Schmidt*, 107 Ill. 186; *Indianapolis, T. & T. Co. v. Springer*, 47 Ind. App. 35, 93 N. E. 707; *Louisville v. Hart's Adm'r*, 143 Ky. 171, 136 S. W. 212 (rule same but facts a little different); *Eskildsen v. Seattle*, 29 Wash. 583, 70 Pac. 64.

If a person falls because of a defect in a street, and is run over by a train of cars before he can arise, the defect is the proximate cause. *Schmidt v. Chicago & N. W. R. Co.*, 83 Ill. 405.

69. *Alabama. McLemore v. West End*, 159 Ala. 235, 48 So. 663.

Colorado. Denver v. Utzler, 38 Colo. 300, 88 Pac. 143.

vail in some states. *The Massachusetts* rule is thus set forth: "When a horse, by reason of fright, disease or viciousness,

Florida. Janes v. Tampa, 52 Fla. 292, 42 So. 729.

Georgia. Augusta v. Hudson, 94 Ga. 135, 21 S. E. 289; Atlanta v. Wilson, 59 Ga. 544, 27 Am. Rep. 396.

Illinois. Joliet v. Shufeldt, 144 Ill. 403, 32 N. E. 969, 18 L. R. A. 750, 36 Am. St. Rep. 453, aff'g 42 Ill. App. 208; Lannon v. Chicago, 159 Ill. App. 595.

Indiana. Fowler v. Linquist, 138 Ind. 566, 37 N. E. 133; Crawfordsville v. Smith, 79 Ind. 308, 41 Am. Rep. 612; Mt. Vernon v. Hoehn, 22 Ind. App. 282, 53 N. E. 654.

Iowa. Harvey v. Clarinda, 111 Ia. 528, 82 N. W. 994; Byerly v. Anamosa, 79 Ia. 204, 44 N. W. 359; Manderschild v. Dubuque, 25 Ia. 108.

Kansas. Emporia v. White, 74 Kan. 864, 86 Pac. 295; Union St. R. Co. v. Stone, 54 Kan. 83, 37 Pac. 1012.

Louisiana. See Mayronne v. Keegan, 117 La. 661, 42 So. 212.

Minnesota. Campbell v. Stillwater, 32 Minn. 208, 20 N. W. 320, 50 Am. Rep. 567. But see La Londe v. Peake, 82 Minn. 124, 84 N. W. 726.

Missouri. Townsend v. Joplin, 139 Mo. App. 394, 123 S. W. 474. See also Turner v. Southwest Missouri R. Co., 138 Mo. App. 143, 120 S. W. 128. But see Brown v. Glasgow, 57 Mo. 156, 159.

Montana. Meisner v. Dillon, 29 Mont. 116, 74 Pac. 130.

New York. Ring v. Cohoes, 77 N. Y. 83, 33 Am. Rep. 574, and see Kennedy v. New York, 73 N. Y. 365, 29 Am. Rep. 169.

North Carolina. Dillon v. Raleigh, 124 N. C. 184, 32 S. E. 548.

Pennsylvania. Wellman v. Susquehanna Depot, 167 Pa. 239, 31 Atl. 566; Pittston v. Hart, 89 Pa. 389; Hey v. Philadelphia, 81 Pa. 44, 22 Am. Rep. 733.

Texas. San Antonio v. Porter, 24 Tex. Civ. App. 444, 59 S. W. 922.

Need not keep streets safe for extraordinary emergencies, such as riding behind a runaway horse. Norwalk v. Jacobs, 29 Ohio Cir. Ct. R. 123.

Runaway horse: law restated. "Where a horse by reason of fright, disease, or viciousness, becomes actually uncontrollable so that his driver

can not stop him, or direct his course, or regain control over his horse, and in this condition comes upon a defect in the highway by which an injury is occasioned, the town is not liable for the injury, unless it appears that it would have occurred if the horse had not been uncontrollable." This is the law in Massachusetts, Maine, Wisconsin, West Virginia, and perhaps some other states. It would seem, however, upon principle and the weight of judicial authority, that, where a horse takes fright, without fault of the driver, at something for which the municipality is not responsible, and gets beyond the control of the driver, runs away, and comes in contact with some obstruction or defect in the street, which is there by the negligence of the municipality, it is liable for the resulting injury if it would not have been sustained except for such negligence. City of Denver v. Utzler, 38 Colo. 300, 88 Pac. 143, 8 L. R. A. (N. S.) 77, and notes. Such is the law in this state, whatever may be the rule elsewhere. It is based upon the principle that, where several concurring acts or condition of things, one of them a wrongful act or omission, produce an injury, such wrongful act or omission is to be regarded as the proximate cause of the injury, if it be one which might reasonably have been anticipated from such act or omission, and which would not have occurred without it." McDowell v. Preston, 104 Minn. 263, 116 N. W. 470.

"The rule would, of course, be different, if the fright of the horse was due to the negligence of the municipal authorities; likewise it would be different if the highway where the injury occurred was in a dangerous condition for ordinary travel. In either of these cases the city would be liable, because the negligence of its officers would be the proximate cause of the injury; but, where the municipal authorities are in no wise responsible for the fright of the horse, the city is not responsible in damages for its subsequently injuring itself in unnecessarily running against

becomes actually uncontrollable, so that his driver cannot stop him, or direct his course, or exercise or regain control over his movements, and in this condition comes upon a defect in the highway, or upon a place which is defective for want of a railing, by which an injury is occasioned, the town is not liable for the injury, unless it appears that it would have occurred if the horse had not been so uncontrollable. But a horse is not to be considered uncontrollable that merely shies or starts, or is momentarily not controlled by his driver."⁷⁰ This Massachusetts rule is followed in Maine⁷¹ and Wisconsin;⁷² and it would seem, although it is not entirely clear, that the Massachusetts rule is followed in Michigan,⁷³ Pennsylvania,⁷⁴ South Carolina,⁷⁵ West Virginia,⁷⁶ and Washington.⁷⁷ However, the rule is universal, including those states adopting the Massachusetts rule, that where a horse is safe, but suddenly swerves or shys, or backs up, but the loss of control of the driver is only momentary, and a defect in the street is encountered by the horse so acting, the proximate cause is such defect.⁷⁸ Where a horse becomes temporarily uncontrollable and backs up the wagon a short distance to a dangerous place which the municipality has negligently failed to protect by railings or the like, the failure to guard is generally held to be the proximate cause rather than the fright of the horse.⁷⁹

On the other hand, where a horse fell upon a street which was in good condition, without any fault on the part of the

an obstruction in the highway, if there be ample space for the use of the traveling public." *Harrodsburg v. Abraham*, 138 Ky. 157, 127 S. W. 758, 29 L. R. A. (N. S.) 199.

70. *Titus v. Northbridge*, 97 Mass. 258, 265.

This rule is followed in later cases. *Igo v. Cambridge*, 208 Mass. 571, 575, 95 N. E. 557; *Scannal v. Cambridge*, 163 Mass. 91, 39 N. E. 790; *Higgins v. Boston*, 148 Mass. 484, 20 N. E. 105; *Horton v. Taunton*, 97 Mass. 266, note; *Cook v. Charleston*, 13 Allen (Mass.), 190, note.

71. *Coombs v. Topsham*, 38 Me. 204.

72. *Ritger v. Milwaukee*, 99 Wis. 190, 74 N. W. 815; *Schillinger v. Verona*, 96 Wis. 456, 71 N. W. 888.

73. *Bell v. Wayne*, 123 Mich. 386, 82 N. W. 215, 48 L. R. A. 644, 81 Am. St. Rep. 204; *Bleil v. Detroit St. R. Co.*, 98 Mich. 228, 57 N. W. 117.

74. *Schaeffer v. Jackson Tp.*, 150 Pa. 145, 24 Atl. 629, 18 L. R. A. 100, 30

Am. St. Rep. 792. But see *Pittston v. Hart*, 89 Pa. 389. Compare *Wellman v. Susquehanna Depot*, 167 Pa. 239, 31 Atl. 566.

75. *Mason v. Spartanburg*, 40 S. C. 390, 19 S. E. 15, 42 Am. St. Rep. 887; *Brown v. Laurens County*, 38 S. C. 282, 17 S. E. 21.

76. *Hungerman v. Wheeling*, 46 W. Va. 761, 34 S. E. 778, in which case, however, the horse was a vicious one and in the habit of balking and backing.

77. *Teater v. Seattle*, 10 Wash. 327, 38 Pac. 1006.

78. *Rucker v. Huntington*, 66 W. Va. 104, 66 S. E. 91; *Morsman v. Rockland*, 91 Me. 264, 39 Atl. 995; *Vogelgesang v. St. Louis*, 139 Mo. 127, 40 S. W. 653; *Olson v. Chippewa Falls*, 71 Wis. 558, 37 N. W. 575.

79. *Kennedy v. New York*, 73 N. Y. 365, 29 Am. Rep. 169; *San Antonio v. Porter*, 24 Tex. Civ. App. 444, 59 S. W. 992; *Olson v. Chippewa Falls*, 71 Wis. 558, 37 N. W. 575.

municipality, and in its struggles to get up, went over an unguarded declivity on one side of the street, the fall of the horse was held the proximate cause, and the municipality was held not liable.⁸⁰ So where horses became frightened by a cause for which the municipality was in no way responsible, and fell upon a stone pile in the road which was not a dangerous obstruction, the fright was held the proximate cause.⁸¹ And where a horse dropped dead on a bridge and fell off, drawing the vehicle and occupants with him, the want of a sufficient railing was held not the proximate cause, on the theory that the injury was not the natural result of a railing only two and a half feet high, and that it was not the duty to provide a railing which could successfully resist the sudden weight of a horse.⁸² In a rather peculiar case in Iowa, a horse tied to a post on the side of a street, became frightened, broke his fastenings, and ran over an embankment and was killed. The negligence alleged was the failure to erect barriers. It was held that no recovery could be had because, if the horse had been driven over the embankment by his owner, a recovery would be denied on the ground of his contributory negligence, and that the same rule applies.⁸³

Another class of runaway injuries is where the horse becomes frightened at some defect in the street. In such a case, if the viciousness of the horse is the proximate cause, and not the negligence of the municipality, no recovery can be had.⁸⁴

11. NOTICE OF ACCIDENT.

§ 2855. In general.

Notice of the accident is generally required to be given within a certain time after the accident.⁸⁵ This notice of accident should not be confused, however, with *notice of the defect before the accident*.⁸⁶

80. *Herr v. Lebanon*, 149 Pa. 222, 24 Atl. 207, 16 L. R. A. 106, 34 Am. St. Rep. 603, refusing to follow *Wagner v. Jackson Tp.*, 133 Pa. 61, 19 Atl. 312.

81. *Kieffer v. Hummelstown*, 151 Pa. 304, 24 Atl. 1060, 17 L. R. A. 217.

82. *McClain v. Garden Grove*, 83 Ia. 235, 48 N. W. 1031, 12 L. R. A. 482.

87. *Moss v. Burlington*, 60 Ia. 438, 15 N. W. 267, 46 Am. Rep. 82.

84. *Macon v. Dykes*, 103 Ga. 847, 31 S. E. 443, where negligence of municipality was in allowing rails of street car track to be above the level of the street and horse was frightened by scraping noise made by contact of wheels with the iron rails, it not being likely that a gentle horse would be frightened thereby.

85. §§ 2712-2718, *ante*.

86. §§ 2807-2818, *ante*.

TABLE OF CASES CITED.

(References are to pages.)

A

Aachen & Munich Fire Ins. Co. v. Omaha, (72 Neb. 518).....	4979	Abrams v. Horton, (18 N. Y. App. Div. 208)	1054
Aaron v. Brolles, (64 Tex. 816)	1936	Abrams v. Seattle, (60 Wash. 356)	5518
A. A. White Townsite Co. v. Moorehead, (120 Minn. 1).....	4692	Achey v. Marion, (126 Ia. 47)...	5720
Abbaye v. United States Motor Cab Co., (71 Misc. Rep. N. Y. 454)	2916	Achley's Case, (4 Abb. Pr. N. Y. 35)	912, 1011, 1020, 1021, 1285, 1399, 1505,
Abbeville v. Leopard, (61 S. C. 99)	1902, 2163, 2312	Acker v. Knoxville, (117 Tenn. 224)	5279
Abbott v. Chase, (75 Me. 83).....	2527	4244, 4262, 4277, 4278,	4281
Abbott v. Cottage City, (143 Mass. 521)	3193, 3209, 3289	Ackerman, <i>In re</i> , (6 Cal. App. 5)	1784
Abbott v. Duluth, (104 Fed. 833)	3380, 3381, 3495	Ackerman v. Nutley, (70 N. J. L. 438)	3976
Abbott v. Duluth, (104 Fed. 883)	2795	Ackerman v. True, (175 N. Y. 353).....	2843, 2871, 2875, 2944, 2962
Abbott v. Galveston, (97 Tex. 474)	2529	Ackerman v. Williamsport, (227 Pa. 591)	3291, 3294, 3318, 5613
Abbott v. Hartley, (143 Cal. 484)	921	Acklin v. Parker, (29 Ohio Cir. Ct. R. 625)	4309
Abbott v. Kansas City, etc. R. Co., (83 Mo. 271).....	4282	Acme Brewing Co. v. Central R. & B. Co., (115 Ga. 494).....	2529
Abbott v. Milwaukee L. H. & T. Co., (126 Wis. 634).....	3629	Acme Dairy Co. v. Astoria, (49 Or. 520)	256, 787
Abbott v. Mobile, (119 Ala. 595)	5726	Ada County v. Bullen Bridge Co., (5 Idaho, 79).....	5123
Abbott v. Omaha Smelting, etc. Co. (4 Neb. 416)	3361	Ada Jones, <i>In re</i> , (90 Mo. App. 218)	2316, 2380
Abbott v. Rockland, (105 Me. 147)	5725	Adair v. Atlanta, (124 Ga. 288)	3392
Abel, <i>In re</i> , (10 Idaho, 288).....	2145	Adam, <i>In re</i> , (113 App. Div. N. Y. 534)	1224
Abel v. Pembroke, (61 N. H. 357)	813, 864	Adam v. Rome, (59 Ga. 765).....	2520
Abells v. Syracuse, (7 App. Div. N. Y. 501)	4183	Adams, <i>In re</i> , (165 Mass. 497)	3893, 3902, 4442
Abendroth v. Greenwich, (29 Conn. 856)	855	Adams v. Albany, (29 Ga. 56)	1420, 1860, 1901
Abercrombie v. Ely, (60 Mo. 23)	2553, 2555	Adams v. Ashland, (26 Ky. L. Rep. 184)	4360, 4724
Abercrombie v. Kansas City, (149 Mo. App. 539)	4224	Adams v. Bay City, (78 Mich. 211)	4478, 4479
Aberdeen v. Honey, (8 Wash. 251)	3449	Adams v. Beloit, (105 Wis. 363)	497, 4360
Aberdeen v. Lucas, (37 Wash. 190)	4519, 4543	Adams v. Brenan, (177 Ill. 194)	1597, 1714, 2653, 5353, 5355, 5373
Aberdeen v. Sykes, (59 Miss. 236)	4887, 4900	Adams v. Bullock, (94 Miss. 27)	3369
Abernathy v. Dennis, (49 Mo. 468)	528	Adams v. Capital State Bank, (74 Miss. 307)	5025
Abernethy v. Medical Lake, (9 Wash. 112)	343, 5283	Adams v. Chesapeake Oyster & Fish Co., (34 Colo. 219).....	5059
Abilene v. Lambing, (78 Kan. 484)	4018	Adams v. Chicopee, (147 Mass. 440)	5696
Abner T. Brown v. W. O. Easton & Co., (Ind. App., 89 N. E. 961)	4140	Adams v. Cronin, (29 Colo. 488).	2119
Abraham v. Roseburg, (55 Ore. 359) 2190, 2191, 2192, 2193, 2199,	2267	Adams v. Dignowity, (8 Tex. Civ. App. 201)	2531
Abrahams v. Omaha, (80 Neb. 271)	4767, 4779	Adams v. East River Sav. Inst., (20 N. Y. S. 12)	4681, 4952, 4975, 4996, 4698
Abram, <i>Ex parte</i> , (34 Tex. Cir. Rep. 10)	2127	Adams v. Farnsworth, (15 Gray, Mass. 423)	578
		Adams v. Fisher, (63 Tex. 651)	4342
		Adams v. Fisher, (75 Tex. 657)	3939, 3945, 4290
		Adams v. Fletcher, (17 R. I. 137)	2898

(References are to Pages.)

Adams v. Green, (74 Mo. App. 125)	4455	Addyston & S. Co. v. Corry, (197 Pa. 41)	
Adams v. Greenville, (77 Miss. 881) ..	5021	4695, 4709, 4711, 4722, 4725, 4794	
Adams v. Ives, (63 N. Y. 650) ..	2706	Adee v. Nassau Electric R. Co., (72 N. Y. S. 992)	3434
Adams v. Jackson Electric Ry. L. & P. Co., (78 Miss. 887)	4613	Adel v. Woodall, (122 Ga. 535) ..	5373
Adams v. Kuykendall, (83 Miss. 571) ..	400, 425	4612, 5174, 5175, 5370, ..	
Adams v. Lee, (72 Miss. 281) ..	1178, 1180	Adelphi v. Swinhart, (3 Ohio Dec. 551)	4584
Adams v. Lewellen, (117 Mo. App. 319)	4565	Adepe v. Thomasville, (9 Ga. App. 880)	5517
Adams v. Lindell, (72 Mo. 198) ..	1052, 4066, 4338	Ader v. Newport, (9 Ky. L. Rep. 748)	430, 980
Adams v. Logan County, (11 Ill. 336) ..	3346	Aderhold v. Anniston, (99 Ala. 521)	2435
Adams v. Memphis & L. R. Ry. Co., (2 Coldw. Tenn. 645)	2520	Adkins v. Case, (81 Mo. App. 104)	4492
Adams v. Minneapolis, (20 Minn. 484) ..	706	Adkins v. Mitchell, (67 Ill. 511) ..	5085
Adams v. Milwaukee, (144 Wis. 371)	2150, 2152, 2154, 5462	Adkins v. Quest, (79 Mo. App. 36)	4487
Adams v. Mississippi Lumber Co., (84 Miss. 23)	1685	Adkins v. Richmond, (98 Va. 91) ..	1676
Adams v. Mississippi State Bank, (75 Miss. 701)	4977	Adkins v. Toledo, (27 Ohio Cir. Ct. Rep. 417)	1347
Adams v. Oshkosh, (71 Wis. 49) ..	5721	Adleman v. Pierce, (6 Idaho, 294)	1728, 5210, 5211
Adams v. Perry, (43 N. Y. 487) ..	2490, 2501	Adler v. Metropolitan El. R. Co., (138 N. Y. 173)	2943
Adams v. Pratt, (109 Mass. 59) ..	1373	Adley v. Reeves, (2 M. & S. 53) ..	1549
Adams v. Rome, (59 Ga. 765) ..	4650	Admanson v. Miller, (16 T. L. R. 450)	1593
Adams v. Saratoga R. R., (11 Barb. N. Y. 414)	519, 3309	Admiral Realty Co. v. Gaynor, (132 N. Y. S. 220)	3368, 5314
Adams v. Shelbyville, (154 Ind. 467)	4291, 4296, 4332, 4379, 4400, 4401, 4404, 4432, 4456, 4471	Admiral Realty Co. v. New York City, (206 N. Y. 110)	4612
Adams v. Smith, (6 Dak. 94)	466	Adoue & Lobit v. La Porte (Tex. Civ. App. 1901, 124 S. W. 134) ..	3248, 3251, 3259
Adams v. Somerville, (2 Head, 363)	2190, 2208, 2486	Adriance v. McCafferty, (2 Rob. N. Y. 153)	4437
Adams v. Syracuse Lighting Co., (137 App. Div. N. Y. 449) ..	2862, 2869	Advance Elevator & Warehouse Co. v. Eddy, (23 Ill. App. 352) ..	2945
Adams v. Tyler, (121 Mass. 380) ..	5225	Advertiser & Tribune Co. v. Detroit, (43 Mich. 116)	2769
Adams v. Wiscasset, (5 Mass. 328) ..	5123	Advisory Opinion to Governor, (13 Fla. 687)	406
Adams v. Wiscasset Bank (1 Me. 361)	271, 284	Aetna Fire Ins. Co. v. Jones, (78 S. C. 445)	1096, 1101
Adams v. Yazoo & M. V. R. Co., (77 Miss. 194)	3363	Aetna Fire Ins. Co. v. Reading, (119 Pa. St. 417)	2264
Adams v. Yazoo & M. V. R. Co., (75 Miss. 275)	5014	Aetna Ins. Co. v. Boon, (95 U. S. 117)	5771
Adams County v. Quincy, (130 Ill. 566)	628, 1379, 1381, 4051, 4064, 4067, 4377	Aetna Ins. Co. v. Brigham, (120 Ga. 925)	1688
Adams Express Co. v. Boldrick, (141 Ky. 111)	2252	Aetna Ins. Co. v. New York City, (40 N. Y. S. 120)	5033
Adams Express Co. v. Cincinnati Gaslight & Coke Co., (10 Ohio Dec. 389)	3575	Aena Life Ins. Co. v. Burrton, (75 Fed. 962)	872, 4607, 4833
Adams Express Co. v. Ohio, (165 U. S. 194)	1686	Aetna Iron Works v. St. Louis Transit Co., 95 Mo. App. 565) ..	4273
Adams Express Co. v. Owensboro, (85 Ky. 265)	2200, 2263	A. & F. Remy v. Municipality No. 2 (15 La. Ann. 657)	387
Adamson v. Nassau Electric R. Co., (34 N. Y. S. 1073)	3440, 5318	Affeld v. Detroit, (112 Mich. 560) ..	4188
Adamson v. New York, (188 N. Y. 255)	5465, 5469	Africa v. Knoxville, (70 Fed. 729)	3518
Adamson v. Union R. Co., (74 Hun, N. Y. 3)	5318, 5323	Agawan v. Hampden, (130 Mass. 528)	3903
Adcock v. Chicago, (172 Ill. 24) ..	4344	Agens v. Newark, (37 N. J. L. 415)	3073, 4465
Adcock v. Chicago, (160 Ill. 611) ..	4463	Agne v. Seitsinger, (104 Ia. 482) ..	3308
Addington v. Littleton, (50 Colo. 623)	5421, 5662	Agner v. Commonwealth, (103 Va. 811)	363
Addis v. Pittsburgh, (85 Pa. St. 379)	2609, 2632	Agnew, <i>In re</i> , (4 Hun, 435)	3984
Addy v. Janesville, (70 Wis. 401) ..	5572	Agnew v. Brall, (124 Ill. 312) ..	786, 803, 812, 2526, 5146, 5147, 5148, 5149
		Agnew v. Corunna, (55 Mich. 428)	5681

TABLE OF CASES.

5779

(References are to Pages.)

Agua Pura Co. v. Las Vegas, (10 N. M. 6).....	3709, 3729	Alamango v. Albany County, (25 Hun, N. Y. 551).....	5455
Ahlfeldt v. Mexico, (129 Mo. App. 193)	5712	Alameda Macadamizing Co. v. Pringle, (130 Cal. 226).....	4121
Ahlrichs v. Cullman, (130 Ala. 439)	2328	Alameda Macadamizing Co. v. Williams, (70 Cal. 534)	4545
Ah Hoy v. Spencer, (23 Ore. 89)	1544	Albany, <i>Ex parte</i> , (23 Wend. 277)	4499
Ahren v. Board of Improve- ments, (69 Ark. 68)	4419	Albany v. Cameron & Barkley Co., (121 Ga. 794).....	2757
Ahrens v. Fiedler, (43 N. J. L. 400)	5268, 5282	Albany v. Cunliff, (2 N. Y. 165) 5439, 5442,	5629
Ahrens v. Rochester, (90 N. Y. S. 744)	5535	Albany v. Lynch, (119 Ga. 491) 2554,	4165
Ahrens v. Seattle, (39 Wash. 168)	4530, 4531	Albany v. Norway, (107 Me. 174)	5099
Ah Lit. <i>Ex parte</i> , (11 Sawy. U. S. 447)	2447	Albany v. Savannah F. & W. Ry., (71 Ga. 158)	5005
Ah Lung, <i>In re</i> , (45 Fed. 684) ..	1913	Albany v. Sykes, (94 Ga. 30)....	5575
Ah Toy, <i>In re</i> , (57 Cal. 92)	2262	Albany v. Trowbridge, (5 Hill, N. Y. 71)	890
Ah Toy, <i>In re</i> , (45 Fed. 795) ..	1746	Albany v. Watervliet Turnpike & R. Co., (108 N. Y. 14).....	3532
Ah You, <i>Ex parte</i> , (82 Cal. 339) 1778,	1780	Albany Bottling Co. v. Watson, (103 Ga. 503)	2195
Ah Toy, <i>In re</i> , (88 Cal. 99) 1420, 1563, 1565, 1860, 1867,	2115	Albany Mut. Bldg. Ass'n v. Laramie, (10 Wyo. 54).....	5035
Aicher v. Denver, (10 Colo. App. 413)	3048	Albany Northern R. Co. v. Brow- ell, (24 N. Y. 345).....	3159
Aiken v. Columbus, (167 Ind. 139)	5517	Albany St., <i>In re</i> , (6 Abb. Pr. 273)	4054
Aiken v. Lythgoe, (7 Rich. Law S. C. 435)	3283	Alberger v. Baltimore, (64 Md. 1)	4289
Aiken v. Philadelphia, (9 Pa. Super. Ct. 502)	5608	Albers' Petition, <i>In re</i> , (113 Mich. 640)	2994
Aiken v. Wallace, (134 Ga. 873)	2941	Albers v. Merchants' Exchange, (138 Mo. 140)	1198
Aikin, Adm'r, v. Wasson, (24 N. Y. 432)	955	Albert v. Bleeker Street Ry. Co., (2 Daly, N. Y. 389).....	1854
Aikman v. Edwards, (55 Kan. 751)	601	Albert v. Davis, (49 Neb. 579)..<	3695
Ainley v. Hackensack Imp. Com., (64 N. J. L. 504).....	3039	Albert v. Gulf C. & S. F. Ry. Co., (2 Tex. Civ. App. 664).....	3278
Aitken v. Wells River, (70 Vt. 308)	5463	Albert v. New York, (78 N. Y. S. 355)	5512
Akerman v. Ford, (116 Ga. 473)	1001	Albert Lea v. Davies, (80 Minn. 101)	4255
Akers v. Kolkmeyer, (97 Mo. App. 520)	1046, 1051, 3024, 3945, 4031, 4036, 4287,	Alberts v. Muskegon, (146 Mich. 210)	5433
Akron v. Chamberlain, (34 Ohio St. 328)	4241	Alberts v. Torrent, (98 Mich. 512)	4761
Akron v. Dobson, (81 Ohio St. 66)	2617, 4817, 4859	Albertson v. Philadelphia, (12 Wkly. N. Cas. Pa. 158).....	3054
Akron v. France, (24 Ohio Cir. Ct. R. 63)	2705, 2708, 5290	Albertson v. Wallace, (81 N. C. 479)	1679
Akron v. Huber, (78 Ohio St. 372)	4241	Albes v. Southern R. Co., (164 Ala. 356)	2999
Akron v. McCombs, (18 Ohio, 229)	4230, 5478	Albia v. Chicago, etc. R. Co., (102 Ia. 624)	3161
Akron v. Northern Ohio Traction & L. Co., (27 Ohio Cir. Ct. 536)	3510	Albia v. O'Harra, (64 Ia. 297), 587, 1514, 1838, 1907,	2213
Akron & C. F. Rapid Transit Co. v. Erie, (28 Ohio C. C. 36)....	660	Albright v. Bedford, (106 Pa. St. 582)	1144
Akron Street, <i>In re</i> , (7 Ohio N. P. 454)	3931, 4032, 4034	Albright v. Fisher, (164 Mo. 56) 1289, 1534, 1705,	5276
Akron Waterworks Co. v. Brownless, (10 Ohio Cir. Ct. Rep. 620)	3599	Albright v. Sussex County Lake & Park Commission, (71 N. J. L. 303)	3110
Alabama & F. R. Co. v. Burkett, (46 Ala. 569)	721	Albright v. Sussex County Lake & Park Commission, (68 N. J. L. 523)	3110
Alabama Gold Life Ins. Co. v. Lott, (54 Ala. 499).....	5362	Albright v. Territory, (13 N. M. 64)	5258
Alabama & V. R. Co. v. Turner, (Miss. 1910, 52 So. 261) 786, 2985, 2999, 4245,	4246	Albright & Pinchback v. Chester, (9 Rich. Law S. C. 399).....	2718
Alabama University v. Moody, (62 Ala. 389)	578	Albrittin v. Huntsville, (60 Ala. 486)	5727
Alabama Western R. Co. v. State, (155 Ala. 491).....	2930		

(References are to Pages.)

Albuquerque Nat. Bank v. Perea, (147 U. S. 87).....	5362	Alexander v. Tebeau, (24 Ky. L. Rep. 1305)	2939
Alcorn v. Chicago & Alton Ry. Co., (108 Mo. 81)	2088	Alexander v. Tolleston Club, 110 Ill. 65)	2488
Alcorn v. Hamer, (38 Miss. 652)	354	Alexander v. Vicksburg, (68 Miss. 564)	5069
Alcorn v. Philadelphia, (112 Pa. St. 494)	4357	Alexander Avenue, <i>In re</i> , (17 N. Y. S. 933)	3142, 3145
Alcorn v. Philadelphia, (44 Pa. 348)	5473, 5477, 5485	Alexander & Hutchinson v. Montpelier, (81 Vt. 549).....	2817
Alden v. Campbell, (30 Wash. 392)	1122	Alexandria v. Bethlehem, (29 N. J. L. 375)	2314, 2315
Alden v. Minneapolis, (24 Minn. 254)	3048, 5571	Alexandria v. Fairfax, (95 U. S. 774)	5183
Alderman v. People, (4 Mich. 414)	2371	Alexandria v. Mandeville, (Fed. Cas. No. 184)	4045
Alderman v. School Directors, (91 Ill. 179)	281	Alexandria v. Thigpen, (120 La. 293)	3260
Alexander v. Berney, (28 N. J. Eq. 90)	566	Alexandria v. Wise, (Fed. Cas. No. 187)	5002
Aldis v. South Park Com'rs, (171 Ill. 424)	4441, 4473	Alexandria Canal Co. v. Swann, (5 How. U. S. 83).....	812, 5153
Aldis v. Union Elev. R. Co., (203 Ill. 567)	3626	Alexandria C. R. & B. Co. v. District of Columbia, (1 Mackey, 217)	5365
Aldrich v. Gorham, (77 Me. 287)	5765	Alford v. Dallas, (35 S. W. 816)	4044, 4046, 4347, 4352, 4519
Aldrich v. Howard, (7 R. I. 199)	1461	Alger v. Easton, (119 Mass. 77)	5459
Aldrich v. Paine, (106 Ia. 461)	3016, 3017, 3019, 3029	Alger v. Lowell, (3 Allen, Mass. 402)	1981, 5666, 5767
Aldrich v. Providence, (12 R. I. 241)	4236	A. L. & E. F. Goss Co. v. Greenleaf, (98 Me. 436)	2554, 2555
Aldrich v. Tripp, (11 R. I. 141)	5395, 5474, 5482, 521	A. L. Lakey Co. v. Kalamazoo, (138 Mich. 644)	3041, 5552
Aldrich v. Wetmore, (52 Minn. 164)	2952, 2955, 2960	All Saints Church v. Lovett, (1 Hall, N. Y. 191)	346, 347, 348, 575
Aldridge v. Essex, (51 N. J. L. 166)	4448	Allaire v. Knox, (33 Misc. Rep. N. Y. 555)	1016
Alexander, <i>In re</i> , (3 N. Y. S. 892)	3084	Allard v. Charlebois, (14 Quebec Super. Ct. 310)	991
Alexander v. Alexandria, (5 Cranch, U. S. 1)	4999, 5002, 5035	Allebrand v. Dubuque, (11 Pa. Super. Ct. 218)	5560
Alexander v. Atlanta, (6 Ga. App. 329)	2123	Allegheny's Appeal, (Pa. 11 Atl. 658)	522
Alexander v. Baltimore, (5 Gill, Md. 383)	4456	Allegheny, <i>In re</i> , (8 Pa. Super. Ct. 104)	4049
Alexander v. Bennett, (60 N. Y. 204)	2290	Allegheny v. Campbell, (107 Pa. 530)	5510
Alexander v. Big Rapids, (70 Mich. 224)	1793, 5595	Allegheny v. Federal St. & P. V. Pass Ry. Co., (179 Pa. St. 424)	5004
Alexander v. Big Rapids, (76 Mich. 282)	5628, 5701, 5771	Allegheny v. Gibson, (90 Pa. St. 397)	5465, 5467, 5468
Alexander v. Cincinnati, (12 Ohio, Dec. 393)	5122	Allegheny v. King, (18 Pa. Super. Ct. 182)	4382
Alexander v. Dennison, (2 Mc-Arth. D. C. 562).....	5361, 5364	Allegheny v. Lecky, (6 Serg. & R. Pa. 166)	1302
Alexander v. Elizabeth, (56 N. J. L. 71)	463, 481	Allegheny v. Millvale E. & S. St. R. Co., (159 Pa. St. 411)....	3454
Alexander v. Greenville, (54 Miss. 659)	2062, 2312, 2412	Allegheny v. Ohio & P. R. Co., (26 Pa. St. 355).....	2480, 2525, 2759
Alexander v. Helber, (35 Mo. 334)	5037	Allegheny v. People's Natural Gas & Pipeage Co., (172 Pa. St. 632)	3468
Alexander v. Johnson, (144 Ind. 82)	5339	Allegheny v. Zimmerman, (95 Pa. St. 287)	1990, 1992, 1996, 2863, 2879, 2923, 5764
Alexander v. McDowell County, (67 N. C. 330).....	5168	Allegheny City v. McClurkan, (14 Pa. St. 81)	2606, 4583
Alexander v. McDowell County, (70 N. C. 208).....	4871	Allegheny City v. Western Pennsylvania R. Co., (138 Pa. St. 375)	4396, 4399, 4456, 4457
Alexander v. McKenzie, (2 Rich. S. C. 81)	1041, 1054, 1066	Allegheny City's Appeal, (41 Pa. St. 60)	4494
Alexander v. Milwaukee, (16 Wis. 247)	4218, 5553	Allegheny County Light Co. v. Booth, (216 Pa. St. 564)	3377, 3380, 3471
Alexander v. Mt. Sterling, (71 Ill. 366)	5720		
Alexander v. New Castle, (115 Ind. 51)	5769		
Alexander v. O'Donnell, (12 Kan. 608)	1421		
Alexander v. State, (86 Ga. 246)	2281		
Alexander v. Tacoma, (35 Wash. 366)	4522		

TABLE OF CASES.

5781

(References are to Pages.)

Allegany School Com'rs v. Alle-		
gany County Com'rs, (20 Md.		
449)	203	
Allen v. Adams, (66 S. C. 344)...	4816	
Allen v. Bakersfield, (157 Cal.		
720)	294, 599, 685	
Allen v. Boston, (159 Mass. 324)		
1986, 2898, 3039, 5548, 5550		
Allen v. Burlington, (45 Vt.		
202)	2246	
Allen v. Cerro Gordo County,		
(34 Ia. 54)	812, 5147	
Allen v. Chicago, (176 Ill. 113)		
4371, 4471, 4475, 4509		
Allen v. Chippewa Falls, (52		
Wis. 430)	5540	
Allen v. Clausen, (114 Wis. 244)		
1710, 3389, 3392, 3407, 3768, 3787		
Allen v. Cook, (21 R. I. 525)....	5661	
Allen v. Cooper, (22 Me. 133)...	4147	
Allen v. Davenport, (107 Ia.		
90)	1501, 1511, 1512,	
1520, 1774, 1797, 1833, 834,		
4085, 4193, 4333, 4349, 4393,		
4394, 4725, 4793, 4835, 5015, 5345		
Allen v. Decatur, (23 Ill. 332)...	5386	
Allen v. Duluth Gas & Water		
Co., (46 Minn. 290).....	3697	
Allen v. Drew, (44 Vt. 174)		
4083, 4328, 4342, 4542		
Allen v. Gray, (11 Conn. 95)....	2330	
Allen v. Hirsch, (8 Ore. 412)...	465	
Allen v. Janesville, (35 Wis. 403)		
Allen v. Jay, (60 Me. 124)		
3108, 3112, 4606		
Allen v. Jersey City, (53 N. J.		
L. 522)	517, 2100	
Allen v. Jones, (47 Ind. 433)		
3078, 3082		
Allen v. Labsap, (188 Mo. 692)		
2651, 4120		
Allen v. La Fayette, (39 Ala.		
641)	2588, 4177, 4575, 4589'	
Allen v. LaForce, (95 Mo. App.		
824)	4098	
Allen v. Logan City, (10 Utah,		
279)	5390	
Allen v. Louisiana, (103 U. S.		
80)	876	
Allen v. Melrose, (184 Mass. 1)...	4137	
Allen v. Milwaukee, (128 Wis.		
678)	2646, 2647, 4291, 5366	
Allen v. Minden, (127 La. 403)...	5674	
Allen v. New York, (Fed. Cas.		
No. 232)	5460	
Allen v. New York, (120 App.		
Div. N. Y. 539)	1095	
Allen v. Northville, (39 Hun,		
N. Y. 240)	4650	
Allen v. Portland, (35 Ore. 420)		
579, 3992, 3994, 3999, 4000, 4306, 4362		
Allen v. Rogers, (20 Mo. App.		
290)	1323	
Allen v. Salem, (10 Ind. App.		
650)	3887, 3988	
Allen v. Silvers, (22 Ind. 491)		
1402, 4043, 4135, 4185, 4367, 4531		
Allen v. Simons, (129 Ind. 193)		
Allen v. Somers, (63 Me. 247)		
2296, 2297		
Allen v. State, (51 Ga. 264)....	2372	
Allen v. State, (34 Tex. 230)....	1943	
Allen v. State, (Tex. Cr. App.		
98 S. W. 869).....	1831	
Allen v. Swarthmore Borough,		
(25 Pa. Super. Ct. 410)...	3061, 3063	
Allen v. Taunton, (19 Pick.		
Mass. 485) ..	2465, 2466, 2767, 4597	
Allen v. Wayne Circuit Judge,		
(159 Mich. 612)	2489	
Allen v. Woods, (20 Ky. L. Rep.		
59)	4289	
Allen & Currey Mfg. Co. v.		
Shreveport W. Co., (113 La.		
1091)	2773, 3598, 3599	
Allen School Tp. v. Macy School		
Tp., (109 Ind. 559)	700	
Allender v. Wilmington, (23		
Del. 7 Pen. 48)	2971, 5166	
Allentown v. Ackerman, (37 Pa.		
Super. Ct. 363)	4559	
Allentown v. Adams, (Pa. 8 Atl.		
430) ..	3847	
Allentown v. Grim, (109 Pa. St.		
113) ..	1504, 1508	
Allentown v. Gross, (132 Pa. St.		
319)	2225	
Allentown v. Henry, (73 Pa. St.		
404)	4374, 4962	
Allentown v. Kramer, (73 Pa. St.		
406)	4229, 5543	
Allentown v. Saeger, (20 Pa. St.		
421)	5033, 5203	
Allentown v. Wagner, (214 Pa.		
210)	1907, 5103	
Allentown v. Wagner, (27 Pa.		
Super. Ct. 485)	380, 2464	
Allentown v. Western Union Tel.		
Co., (148 Pa. St. 117)		
1589, 1684, 1685, 2012, 3562		
Allentown School Dist. v. Derr,		
(115 Pa. St. 439)	4840	
Aller v. Cameron, (Fed. Cas. No.		
243)	4937	
Allerton v. Chicago, (6 Fed. 555)		
20 88, 2204, 3552, 3553, 3559		
Alles v. New Albany, (175 Ind.		
709)	2327, 2329, 2355	
Alley v. Edgecomb, (53 Me. 446)		
Alley v. Lebanon, (146 Ind. 125)		
4017, 4057, 4521		
Alley on Beatty's Plan, <i>In re</i> ,		
(104 Pa. St. 622).....	3976	
Alliance, <i>In re</i> , (19 Pa. Super.		
Ct. 178)	328, 676	
Alliance v. Campbell, (17 Ohio		
Cir. Ct. R. 605)	5720	
Alliance v. Joyce, (49 Ohio St.		
7)	1560	
Allinder v. Bessemer Coal, Iron		
& Land Co., (164 Ala. 275)....	3308	
Allis-Chalmers Co. v. Iron		
Molders Union, (150 Fed. 155)		
Allison, <i>In re</i> , (172 N. Y. 421)...	382	
Allison v. Chester, (69 W. Va.		
533)	4702, 4732, 4735	
Allison v. Corker, (67 N. J. L.		
596)	492	
Allison v. Juniata County, (50		
Pa. St. 351)	4764	
Allison v. Richmond, (51 Mo.		
App. 133)	1918, 1930, 2077, 5386	
Allison v. Welde, (172 N. Y. 421)		
Allison Land Co. v. Tenafly Bor-		
ough, (68 N. J. L. 205)		
4403, 4416, 4456		
Allman v. District of Columbia,		
(3 App. D. C. 8).....	4411	
Allman v. Mobile, (162 Ala. 226)		
3030, 3058, 3887		
Allor v. Wayne, (43 Mich. 76)		
269, 272		
Allport v. Murphy, (153 Mich.		
486)	1474, 2145	
Allsman v. Oklahoma City, (21		
Okla. 142)	2247	

(References are to Pages.)

Alma v. Clow, (146 Mich. 443) 2145, 2261	Alvey v. Asheville, (146 N. C. 395) 2785, 4410
Alma v. Guaranty Savings Bank, (60 Fed. 203) 1393, 1395, 1403, 4655	Alvord v. Ashley, (17 Ill. 363) 3283
Alma v. Loehr, (42 Kan. 308)... 5353	Alvord v. Richmond, (3 Ohio N. P. 136) 5064
Almand v. Atlanta Consol. St. R. Co., (108 Ga. 417)....2799, 3399	Alvord v. Syracuse, (163 N. Y. 158) 3584, 4341, 4505
Almy v. California, (24 How. U. S. 169) 1691	Alvord v. Syracuse, (58 N. Y. S. 854) 4524
Almy v. Church, (18 R. I. 182).. 2975	Alvord v. Syracuse Sav. Bank, (98 N. Y. 599).....4869, 4906
Almy v. Coggeshall, (19 R. I. 549) 4236, 4271, 4272	A. M. Dillow & Co. v. Monticello, (145 Ia. 424) 4142
Alna v. Plummer, (4 Me. 258)... 856	Amador v. Gilbert, (133 Cal. 51) 3336
Alpena v. Kelley, (97 Mich. 550) 4714, 5346	Amberson Ave, <i>In re</i> , (179 Pa. St. 634) 4531
Alpena City Water Co. v. Al- pena, (130 Mich. 518) 5011, 5014, 5033	Amboy v. Illinois Cent. R. Co., (236 Ill. 236) 2989
Alpena v. Murray Co., (159 Mich. 336) 4208	Amboy v. Sleeper, (31 Ill. 499) 1564, 2162
Alpena Title Guaranty & Surety Co., (159 Mich. 329) 4208	Ambrose v. State, (6 Ind. 351) 1876
Alpena v. Title Guaranty & Surety Co., (158 Mich. 678) 4205, 4215	American Artificial Stone Pave- ment Co. v. Wagner, (139 Pa. St. 623) 1167
Alpers v. Brown, (60 Cal. 447) 1956, 1958	American Asylum v. Phoenix Bank, (4 Conn. 172) 249
Alpers v. San Francisco, (32 Fed. 503) 1533, 1534, 1957, 5196, 5197	American Bolt Co. v. Fennell, (158 Ala. 484) 2797
Alsbath v. Philbrick, (50 N. J. L. 581) 479	American Bonding Co. v. Mil- stead, (102 Va. 683).....1189, 1191
Alsberge v. New York, (75 App. Div. N. Y. 360) .....1128, 1133	American Bonding Co. v. Ot- tumwa, (137 Fed. 572) 4121
Altaffer v. Nelsonn, (18 Ohio Cir. Ct. Rep. 145).....4824, 4875	American Brewing Co. v. St. Louis, (187 Mo. 367)..... 3781
Altamont v. Baltimore, etc. R. Co., (184 Ill. 47) 1394	American Brewing Ass'n v. Tal- bot, (141 Mo. 674)..... 4285
Alter v. Cincinnati, (56 Ohio St. 47) ....2486, 2487, 3887, 4613, 4962	American Bridge Co. v. Wheeler, (35 Wash. 40) .....4760, 5282
Alter v. Dodge, (140 Mass. 594) 2237	American Const. Co. v. Seelig, (Tex. Civ. App. 1910, 131 S. W. 655) 2888
Alter v. Simpson, (46 Mich. 138) 1032	American Const. Co. v. Seelig, (104 Tex. 16) .....1475, 2889
Altgelt v. San Antonio, (81 Tex. 436) 1729, 3412, 4779, 5011, 5340, 5355	American Dist. Tel. Co. v. Old- ham, (148 Ky. 320)..... 5669
Althen v. Kelly, (32 Minn. 280) 2827, 4057	American Electric Co. v. Waseca, (102 Minn. 329).....968, 4691
Altman v. Dubuque, (111 Ia. 105) .....1499, 1502, 1503, 4060	American Furn. Co. v. Batesville, (139 Ind. 77).....825, 1602, 1916
Altnow v. Sibley, (30 Minn. 186) 5629	American Harrow Co. v. Shaffer, (68 Fed. 750)..... 1672
Alton v. Aetna Ins. Co., (82 Ill. 45) 4994	American Ins. Co. v. Oakley, (9 Paige, N. Y. 259).....579, 2748
Alton v. English, (69 Ill. App. 197) 5760	American La France Fire En- gine Co. v. Seymour, (79 N. J. L. 92) 4779
Alton v. Foster, (74 Ill. App. 511) 1744, 4044, 4086, 4188	American Life Ins. Co. v. Bruce, (105 U. S. 328)..... 4910
Alton v. Foster, (207 Ill. 150).. 4188	American Lighting Co. v. Mc- Cuen, (92 Md. 703) 2768
Alton v. Hartford Ins. Co., (72 Ill. 328) 1826	American Lighting Co. v. Pub- lic Service Corp., (132 Fed. 794) 3576
Alton v. Hope, (68 Ill. 167).... 5542	Am. Live Stock Com. Co. v. Chi- cago Live Stock Exchange, (143 Ill. 210)..... 1600
Alton v. Illinois Transportation Co., (12 Ill. 38) 3335	American Malleables Co. v. Bloomfield, (82 N. J. L. 79).. 4604
Alton v. Job, (103 Ill. App. 378) 1396, 4044, 4045, 4347	American Mill Co. v. Montesano, (63 Wash. 683) 4166
Alton v. Kirsch, (68 Ill. 261) 2330, 2431, 2434, 2435	American Pavement Co. v. Wag- ner, (139 Pa. St. 623) 2686, 2704, 2709
Alton v. Middleton's Heirs, (158 Ill. 442) .....4072, 4074	American Print Works v. Law- rence, (23 N. J. L. 9)....1892, 3099
Alton v. Mulledy, (21 Ill. 76) 852, 1352, 1402, 2608, 2754	American Radiator Co. v. Ameri- can Bonding & T. Co., (72 Neb. 100) 4217
Altoona v. Bowman, (171 Pa. St. 307) 1336, 1496, 1826, 1832	
Altoona v. Morrison, (24 Pa. Super. Ct. 417) 5038	
Altwater v. Baltimore, (31 Md. 462) .....416, 5063, 5066, 5663	
Alves' Ex'rs v. Henderson, (16 B. Mon. Ky. 131)...5213, 2547, 3219	

TABLE OF CASES.

5783

(References are to Pages.)

American Rapid Tel. Co. v. Hess, (125 N. Y. 641).....	3546	Ampt v. Cincinnati, (10 Ohio Dec. 824)	5030
American Refrigerator Transit Co. v. Hall, (174 U. S. 70)...	1687	Amsterdam, <i>In re</i> , (126 N. Y. 158) 4416,	4435
American Spelter Co. v. Provi- dence, etc. Ins. Co., (64 Mo. App. 438)	4435	Amusement Syndicate Co. v. To- peka, (68 Kan. 801).....	2524
American Steel House Co. v. Willcox, (38 Misc. Rep. N. Y. 571)	2543	Amy v. Galena, (7 Fed. 163) 5189,	5296
American Steel & Wire Co. v. Speed, (110 Tenn. 524).....	1670	Amy v. Dubuque, (98 U. S. 470) Amy v. Watertown, (130 U. S. 301)	4804 715, 5188
American Steel & Wire Co. v. Speed, (192 U. S. 500).....	1670	Amy & Co. v. Selma, (77 Ala. 103)	312, 678, 5175
American Surety Co. v. Com- monwealth, (102 Va. 341)....	1689	Amy & Co. v. Selma, (12 Fed. 414)	4962
American Surety Co. v. Raeder, (15 Ohio Cir. Ct. Rep. 47)....	4206	Amyx v. Taber, (23 Cal. 370)...	2049
American Surety Co. v. Thorn- Halliwell Cement Co., (9 Kan. App. 8)	4209, 4217	Anable v. Montgomery, (34 Ind. App. 72)	5452
American Surety Co. v. Waseca, (77 Minn. 92)	4198	Anaconda Mining Co. v. Ana- conda, (33 Colo. 70) 592, 633, 635,	647
American Tel. & Tel. Co. v. Mill- creek Tp., (195 Pa. St. 643)..	3544	Anaheim v. Langenberger, (134 Cal. 608)	3246, 3273
American S. & R. Co. v. People, (34 Colo. 240)	1688	Anchor Brewing Co. v. Dobbs Ferry, (32 N. Y. S. 371).....	5578
American S. P. C. A. v. Doyle, (65 How. Pr. N. Y. 459).....	1181	Ancrum v. Camden, Water, Light & Ice Co., (82 S. C. 284) 255, 257, 287, 391,	3599
American Tel. & Tel. Co. v. Morgan County Tel. Co., (138 Ala. 597)	3524	Andel v. Duquesne St. R. Co. (219 Pa. St. 635).....	3763
American Union Express Co. v. St. Joseph, (66 Mo. 675) 1686, 2190, 2221, 2264,	4994	Anders v. Philadelphia, (235 Pa. 125)	5333
American Waterworks Co. v. State, (46 Neb. 194).....	3659	Anders v. West Union, (131 Ia. 192)	5730
American Waterworks & Guar- anty Co. v. Home Water Co., (115 Fed. 171)	3819	Anderson, <i>In re</i> , (69 Neb. 686)..	1572
Americus v. Berner, (131 Ga. 802)	2202	Anderson's Petition, (60 N. Y. 457)	1516, 1521, 3976
Americus v. Chapman, (94 Ga. 711)	5675	Anderson, <i>In re</i> , (109 N. Y. 554) 2661, 2666, 4019,	4081
Americus v. Eldridge, (64 Ga. 524)	3048, 4293, 4295	Anderson, <i>In re</i> , (57 Barb. 411)	4447
Americus v. Mitchell, (79 Ga. 807)	1916, 1962	Anderson, <i>Ex parte</i> , (46 Tex. Cr. App. 372)	389
Americus v. Perry, (114 Ga. 871)....	414, 416, 423, 1007, 5346, 5350	Anderson v. Bain, (120 Ind. 254) 4057,	4236
Americus Ry. & Light Co. v. Americus, (136 Ga. 25).....	3430	Anderson v. Bement, (13 Ind. App. 248)	2825
Ames v. Kirby, (71 N. J. L. 442)	1664	Anderson v. Berwyn, (135 Ill. App. 8)	1403, 3662
Ames v. Port Huron L. D. & B. Co's, (11 Mich. 139).....	2055	Anderson v. Birmingham, (Ala. 1912, 58 So. 256).....	5583
Ames v. San Diego, (101 Cal. 390)	2548	Anderson v. Bitzer, (20 Ky. L. Rep. 1450)	3953, 4507
Ames v. San Francisco, (76 Cal. 325)	5165	Anderson v. Blair, (118 Ga. 211) 1040, 1186, 1187, 1191,	1193
Ames v. Seattle, (55 Wash. 222)	4770	Anderson v. Blair, (121 Ga. 120) 1846,	1888
Amesbury v. Bowditch M. F. Ins. Co., (6 Gray, Mass. 596).....	1748	Anderson v. Brewster, (44 Ohio St. 576)	2206
Amey v. Allegheny City, (24 How. U. S. 364) 1512, 1834, 4690, 4829,	4851	Anderson v. Brumby, (115 Ga. 644)	571
Amite City v. Holly, (50 La. Ann. 627).....	1872, 2360, 2361, 2367	Anderson v. Byrnes, (122 Cal. 272)	1791
Ammon v. Chicago, (26 Ill. App. 641)	2118	Anderson v. Camden, (52 N. J. L. 289)	2344
Amperse v. Kalamazoo, (75 Mich. 228)	5399	Anderson v. Camden, (58 N. J. L. 515).....	1017, 1340, 1397, 1453
Ampt v. Cincinnati, (21 Ohio Cir. Ct. R. 300).....	3397, 3445	Anderson v. Cincinnati, (10 Ohio Dec. 794)	3889, 3977, 4027
Ampt v. Cincinnati, (17 Ohio Cir. Ct. 516)....	840, 2663, 2667, 3913, 4116	Anderson v. Commonwealth, (100 Va. 860)	361
Ampt v. Cincinnati, (1 Ohio N. P. 379)	4629	Anderson v. Commonwealth, (13 Bush, Ky. 485)	2277
Ampt v. Cincinnati, (2 Ohio N. P. 332)	4622	Anderson v. De Urloste, (96 Cal. 404)	3975, 4161
		Anderson v. East, (117 Ind. 126) 5413, 5446,	5672
		Anderson v. Endicott, (101 Ind. 539)	3034, 3898

(References are to Pages.)

Anderson v. Equitable Gas Light Co., (12 Daly, N. Y. 462)..... 1852
 Anderson v. Fuller, (51 Fla. 380) 2631, 2633, 2658, 3529, 3532, 4254, 5366
 Anderson v. Grant, (114 Mich. 161) 4146
 Anderson v. Hamilton County Com'rs, (12 Ohio St. 635)..... 3988
 Anderson v. Holland, (40 Mo. 600) 4492
 Anderson v. Lower Merion Twp. (217 Pa. St. 369)..... 3028, 4337, 4407
 Anderson v. Mayfield, (93 Ky. 230) 4997, 5029, 5035
 Anderson v. Milwaukee, 113 Wis. 1) 1142, 1143
 Anderson v. Morton, (21 App. Cas. 444) 5212
 Anderson v. Nelson, (86 Neb. 752) 3245, 3323
 Anderson v. New York C. & H. R. Co., (110 N. Y. S. 232)..... 3624
 Anderson v. O'Connor, (98 Ind. 168)..... 811, 1393, 1907, 1935, 1936
 Anderson v. O'Donnell, (29 S. C. 355)..... 1816, 1866, 2360, 2481
 Anderson v. Orient Fire Ins. Co., (88 Ia. 579)..... 5326
 Anderson v. Public Schools, (122 Mo. 61) 2692, 2694, 2705
 Anderson v. Rochester, etc. R. Co., (9 How. Prac. N. Y. 553) 3326, 5367
 Anderson v. Santa Anna, (116 U. S. 356)..... 539, 1540, 1541, 4625
 Anderson v. Schubert, (158 Ill. 75) 2382
 Anderson v. Seligman, (85 S. C. 16) 2291
 Anderson v. Shoshone Co., (6 Idaho, 76) 2590
 Anderson v. State, (69 Neb. 686) 1571, 1896, 2024
 Anderson v. State, (22 Ohio St. 305) 2397
 Anderson v. State, (53 Tex. Cr. R. 243) 1955
 Anderson v. Trenton, (42 N. J. L. 486) 466, 472, 499
 Anderson v. Turbeville, (6 Cold. 150) 5617
 Anderson v. Wellington, (40 Kan. 173) 1581, 2034, 2219
 Anderson v. Wilmington, (2 Penn. Del. 28)..... 5656, 5712, 5744
 Anderson v. Wilmington, (6 Penn. Del. 485)..... 5588, 5760
 Anderson v. Winfree, (85 Ky. 597) 921
 Anderson County Com'rs v. Beal, (113 U. S. 227)..... 4869
 Andes v. Ely, (158 U. S. 312) 4839, 4854, 4903
 Andrae v. Haseltine, (58 Wis. 395) 868
 Andre v. Burlington, (141 Ia. 65) 4311, 4313, 4370
 Andreas v. Gas & E. Co., (61 N. J. Eq. 69) 3648, 3649
 Andrew v. Auditor Hamilton County, (5 Ohio S. & C. C. P. Dec. 242)..... 3997, 4316, 4519
 Andrew v. Craig, (32 Mo. 528)..... 2571
 Andrews v. Ada, (7 Idaho, 453) 2660
 Andrews v. Boylston, (110 Mass. 214) 1373
 Andrews v. Chicago, (57 Ill. 239) 4064

Andrews v. Delight Spl. School Dist. (95 Ark. 26)..... 280
 Andrews v. Elmira, (113 N. Y. S. 711) 5703
 Andrews v. Estes, (11 Me. 267) 278, 5074
 Andrews v. Hyde Park, (20 Ohio Cir. Ct. R. 278)..... 3151
 Andrews v. King, (77 Me. 224) 1218, 1219
 Andrews v. Nat. Fndry & Pipe Works, (61 Fed. 782)..... 3384, 3386, 3398, 3402, 3474, 3670, 3893
 Andrews v. North River Electric L. & P. Co., (53 N. Y. S. 810) 3579
 Andrews v. People, (173 Ill. 123) 4445
 Andrews v. People, (164 Ill. 581) 4014
 Andrews v. People, (158 Ill. 477) 4065
 Andrews v. People, (84 Ill. 28) 271
 Andrews v. People, (83 Ill. 529) 271
 Andrews v. People, (75 Ill. 605) 310
 Andrews v. Portland, (79 Me. 484)..... 1115, 1124, 1126, 1127, 1181
 Andrews v. Pratt, (44 Cal. 309) 1102, 1108
 Andrews v. Schell, (135 Mo. 31) 1736
 Andrews v. Steele City, (2 Neb. Unof. 676) 5577
 Andrews v. Union Mutual, etc. Co., (37 Me. 256)..... 1416
 Andrews v. United States, (Fed. Cas. No. 381)..... 1137
 Andrus, *In re*, (129 N. Y. S. 720) 4746
 Andrus v. Board of Police, (41 La. Ann. 697) 1707
 Angel v. Hume, (17 Hun, N. Y. 374) 4852
 Angel v. Spring City, (Tenn. Chan. App. 1899, 53 S. W. 191) 321, 331, 364
 Angell v. West Bay City, (117 Mich. 685) 5580
 Angerhoffer v. State, (15 Tex. Crim. App. 613)..... 1422, 1861
 Angle v. Chicago, etc. R. Co., (151 U. S. 3)..... 1533
 Angle v. Stroudsburg, (29 Pa. Super. Ct. 601)..... 3924
 Angus v. Hartford, (74 Conn. 27) 3977
 Anisfield Co. v. Grossman, (98 Ill. App. 180)..... 2908
 Ankeny v. Palmer, (20 Minn. 477) 4525, 4526
 Anna v. Leird, (36 Ill. App. 49) 2378
 Anna v. O'Callahan, (3 Ill. App. 176) 1102, 1104
 Annapolis v. Gadd, (97 Md. 734) 917
 Annapolis v. Harwood, (32 Md. 471) 4328, 4341
 Anne Arundel v. Duckett, (20 Md. 468) 203, 1529, 5474, 5394, 5399, 5588
 Anne Arundel v. Duvall, (54 Md. 350) 1174
 Annie Wright Seminary v. Tacoma, (23 Wash. 109)..... 4521
 Anniston v. Davis, (98 Ala. 629) 1379
 Anniston v. Hurt, (140 Ala. 394) 4639
 Anniston v. Ivey, (151 Ala. 392) 5389
 Anniston v. Southern R. Co., (112 Ala. 557)..... 428, 2240, 2241, 5086
 Anoka Water-works E. L. & P. Co. v. Anoka, (109 Fed. 580) 3670, 3685, 4735

TABLE OF CASES.

5785

(References are to Pages.)

Anonymous, (11 Mod 132).....	1035	Arey v. Newton, (148 Mass. 598)	5650, 5678
Anonymous, (3 Salk. 102).....	567	Argenti v. San Francisco, (16	
Ansbeck v. Schardien, (20 Ky.		Cal. 255).....	2587, 2608, 2626,
L. Rep. 178).....	4199	2732, 2748, 2774, 4009, 4110,	
Anthony v. Adams, (1 Met. Mass.		4127, 4128, 4758, 4767, 4773,	5164
284)	858, 5439	Argentine v. Atchinson, etc. R.	
Anthony v. Jasper County, (101		Co., (55 Kan. 730).....	3890
U. S. 693)		Argentine v. Simmons, (53 Kan.	
4805, 4806, 4807, 4808, 4837,	4875	491)	4037, 4038
Anthony St., <i>In re</i> , (20 Wend.		Argentine v. Simmons, (54 Kan.	
N. Y. 618)	3149, 3972	699)	4021
Anthony Ave., <i>In re</i> , (95 N. Y.		Argentine v. State, (46 Kan. 430)	4821
S. 77)	4378, 4382	Argyle v. Dwinel, (29 Me. 29)...	348
Anthony Ave., <i>In re</i> , (109 N. Y. S.		Argyle v. Johnson, (39 Utah,	
1123)	4380	500)	4433
Antigo Water Co. v. Antigo (144		Argus Co. v. Albany, (7 Lans.	
Wis. 156)	3681	N. Y. 264)	2616
Antones v. Eslava's Heirs, (9		Argus Co. v. Albany, (55 N. Y.	
Port. Ala. 527).....	3194, 3205	495)	1338, 2611
Antoni v. Greenhow, (107 U. S.		Arkadelphia v. Clark, (52 Ark.	
769)	1651	23)	1916, 1942
Apache County v. Barth, (6 Ariz.		Arkadelphia v. Windham, (49	
13)	4773	Ark. 139)	5398, 5593, 5598
Apgar v. Hayward, (110 N. Y.		Arkadelphia Lumber Co. v. Ar-	
225)	5030	kadelphia, (56 Ark. 370)	
Apgar v. School Dist. No. 4, (34		1402, 1827, 1843,	2214
N. J. L. 308).....	5268	Arkadelphia Lumber Co. v. Ar-	
Aplitz v. Mo. Pac. Ry. Co., (17		kadelphia, (99 Ark. 178)	3713, 3766
Mo. App. 419)	1816, 1819	Arkansas River Packet Co. v.	
Apker v. Hoquiam, (51 Wash.		Sorrels, (50 Ark. 466).....	3330
567)	5638, 5729	Arkell & Town of St. Thomas,	
Apollo Borough v. Clepper, (44		<i>In re</i> , (38 Up. Can. Q. B. 594)	1733
Pa. Super. Ct. 396).....	5018	Arkenburgh v. Wood, (23 Barb.	
App v. Stockton, (61 N. J. L.		N. Y. 360)	2518, 5867
520)	3992	Arlidge v. Islington Borough	
Appel v. State, (9 Wyo. 187)....	2606	Council, (2 K. B. [1909] 127)...	1598
Appleby v. New York, (15 How		Armfield v. Solon, (64 Hun, N. Y.	
Pr. N. Y. 428).....	2687, 5343	633)	4842
Applegate v. Portland, (58 Ore.		Armington v. State, (45 Ind. 10)	
552)	3939, 3943	1186, 1187	
Appleton v. Hopkins, (5 Gray,		Armitage v. Fisher, (74 Hun,	
Mass. 530)	5037	N. Y. 167)	
Appleton v. Water Commission-		1231, 1239, 1285, 1308,	1332
ers, (2 Hill. N. Y. 432).....	272, 973	Armour & Co. v. Carlas, (142	
Appleton Water Works Co. v.		Fed. 721)	2030
Appleton, (132 Wis. 563) 2621,		Armour Bros. P. Co. v. Finney,	
3636, 4650, 4816, 5126, 5133,	5135	(41 Fed. 321)	929
Application of the Mayor of		Armour Packing Co. v. Augusta,	
New Orleans, etc., (4 Rob. 357)	4469	(118 Ga. 552)	4999
Application of St. Opening Bd.,		Armour Packing Co. v. Edison	
<i>In re</i> , (18 N. Y. S. 727)	4416	Electric Illuminating Co., (100	
Aram v. Schallenberger, (41 Cal.		N. Y. S. 605).....	3588
449)	2953, 2956	Armour Packing Co. v. Metro-	
Arapahoe v. Albee, (24 Neb.		politan Water Co., (130 Fed.	
242)	347	851)	3518, 3698
Arcata v. Arcata & M. R. Co.,		Armstrong, <i>Es parte</i> , (84 Cal.	
(92 Cal. 639).....	3391, 3429, 3494, 3504	655)	311
Arcata v. Green, (156 Cal. 759),		Armstrong v. Auburn, (84 Neb.	
780, 2775, 2776, 3458,	3571	842)	5711
Archbald v. Delaware, etc. Canal		Armstrong v. Brown, (106 Ky.	
Co., (3 Lack, Jur. Pa. 189)		81)	1553, 2053, 2056
2099, 2100		Armstrong v. Brunswick, (79	
Archer v. Johnson City, (Tenn.		Mo. 319)	1913,
64 S. W. 474).....	5690	1926, 5395, 5400, 5402, 5446,	5447
Archer v. Mt. Vernon, (71 N.		Armstrong v. Building Inspect-	
Y. S. 571).....	3964, 4355	ors, (4 Pa. Co. Ct. Rep. 477)	2070
Archer v. Mt. Vernon, (67 N. Y.		Armstrong v. Ft. Edward, (159	
S. 1040)	5689	N. Y. 315)	4858
Archer v. Salinas City, (93 Cal.		Arms v. Knoxville, (32 Ill. App.	
43)	2534, 3276, 3338	604)	5663
Archbald Borough v. Carbondale		Armstrong v. Ft. Edward, (84	
T. Co., (3 Pa. Dist. R. 751)...	3507	Hun, N. Y. 261).....	1399
Archie v. State, (99 Ga. 23) 2436,	2437	Armstrong v. Grant, (9 N. Y. S.	
Ardmore v. State, (24 Okla. 362)		388)	5322
3371, 4646, 4657		Armstrong v. Ogden, (9 Utah	
Ardrey v. Dallas, (13 Tex. Civ.		255)	3978
App. 442) 1657, 4109, 4347, 4502,	4319	Armstrong v. Ogden, (12 Utah,	
Arents v. Commonwealth, (18		476)	4307, 4309, 4004, 4007
Grat. 750)	4835, 4866, 4884		

(References are to Pages.)

Armstrong v. Portsmouth Bldg. Co., (57 Kan. 62).....	3319	Ash v. People, (11 Mich. 347)	2131, 2135, 2140, 2199, 2204, 2221, 2228, 2281
Armstrong v. St. Louis, (3 Mo. App. 151)	4299	Ash & Gentry v. Independence, (79 Mo. App. 70).....	4175, 4188
Armstrong v. St. Marys, (21 Ohio Cir. Ct. Rep. 16).....	3218	Ashbrook v. Commonwealth, (1 Bush, Ky. 139)	1941
Armstrong v. St. Paul, (30 Minn. 299)	4366, 4450, 4507	Ashbrook v. Dale, (27 Mo. App. 649)	2106
Armstrong v. School District, (19 Mo. App. 462)	5084	Ashburton Sewer, <i>In re</i> , (51 Hun, N. Y. 644).....	2801
Armstrong v. Topeka, (36 Kan. 432)	588, 645	Ashby, <i>In re</i> , (60 Kan. 101) ..	2181
Armstrong v. Ware, (20 Pa. St. 519)	2068	Ashby v. Elsberry & New Hope Gravel R. Co., (99 Mo. App. 178)	1461
Armstrong v. Whitehead, (67 N. J. L. 405).....	1020, 1310	Ashby v. Erie, (85 Pa. St. 286) ..	5482
Arn v. Kansas City, (14 Fed. 236)	4246, 4284	Ashby v. Hall, (119 U. S. 526) ..	517, 3226
Arnaud's Heirs v. Executor, (8 La. 336)	1649	Ashby v. Juneau, (174 Fed. 737) ..	3079
Arndt v. Cullman, (132 Ala. 540) ..	3924, 5538, 5570, 5579	Asher v. Hutchinson Water L. & P. Co., (66 Kan. 496) ..	3492, 3493, 3536
Arnette v. State, (168 Ind. 180) ..	414, 5051	Asher v. Pineville, (140 Ky. 670) ..	4981, 5007, 5026
Arnold v. Cambridge, (106 Mass. 352)	4450	Asher v. Texas, (128 U. S. 129) ..	1668, 1676
Arnold v. Ft. Dodge, (111 Ia. 152)	2663, 2667, 2672, 4437	Asheville v. Means, (29 N. C. 406)	4951
Arnold v. Hawkins, (95 Mo. 569)	1712	Asheville St. R. Co. v. West Asheville, etc. R. Co., (114 N. C. 725)	3379, 3389
Arnold v. Knoxville, (115 Tenn. 195)	4337	Asheville v. Wachovia Loan, etc. Co., (143 N. C. 360) ..	4341, 4342
Arnold v. North Tarrytown, (122 N. Y. S. 92).....	5165	Asheville v. Webb, (134 N. C. 72) ..	4653, 4655
Arnold v. Orange, (73 N. J. Eq. 280)....	3280, 3283, 3284, 3296, 3297	Ashford v. Goodwin, (103 Tex. 491)	1609
Arnold v. Pawtucket, (21 R. I. 15)	2768	Ashland v. Chicago & N. W. R. Co., (105 Wis. 398) ..	3014, 3268, 3300, 3305, 3316, 3565
Arnold v. San Jose, (81 Cal. 618) ..	5591, 5593	Ashland v. Culbertson, (103 Ky. 161)	4668, 4680, 4719
Arnold v. Stanford, (113 Ky. 852).....	763, 5418, 5439, 5447, 5453	Ashland v. Wheeler, (88 Wis. 607)	1771, 3709
Arnold v. Volkman, (123 Wis. 54)	2974, 2977	Ashland Water Co. v. Ashland Co., (87 Wis. 209).....	1783
Arnold v. Welker, (55 Kan. 510)	1709, 4310, 4311	Ashley v. Burt County, (73 Neb. 159)	3156
Arnold v. Yanders, (56 Ohio St. 417)	1680, 1682	Ashley v. Calliope, (71 Ia. 466) ..	596, 634, 658
Arnott v. Spokane, (6 Wash. 442)	2615, 2734, 2735, 2738, 4757	Ashley v. Port Huron, (35 Mich. 296)	5432, 5534, 5577
Arnsperger v. Crawford, (101 Md. 247)	3122	Ashley v. Presque Isle, (60 Fed. 55)	363, 4823
Aroma v. Auditor of State, (15 Fed. 843)	4869	Ashman v. Pulaski County, (73 Fed. 927)	4901
Aron v. Wausau, (98 Wis. 592) ..	5421, 5470	Ashton v. Ellsworth, (48 Ill. 299)	825, 1563, 2272
Aronheimer v. Stokley, (11 Phila. Pa. 283)	2077	Ashton v. Rochester, (60 Hun, N. Y. 372)	1345, 1796, 4094
Arris v. Stukeley, (2 Mod. 260) ..	1126	Ashton v. Rochester, (133 N. Y. 187)	1527, 3948, 4095
Arthur v. Charleston, (46 W. Va. 88)	5689	Ashuelot Nat. Bank v. Lyon, (81 Fed. 127)	4741
Arthur v. Charleston, (51 W. Va. 132)	5719, 5760	Ashuelot Nat. Bank v. School Dist., (56 Fed. 197).....	4815
Arverne-by-the-Sea v. Shepard, (46 N. Y. S. 653).....	4649	Ashwell v. Bullock, (122 Mich. 620)	5280
Asbell v. Kansas, (209 U. S. 251) ..	1664	Askew v. Hale County, (54 Ala. 639)	275, 428
Asberry v. Roanoke, (91 Va. 562)	4333, 4455, 4536	Aslen v. Charlotte, (54 N. Y. S. 754)	5733
Asbestine Tilline Co. v. Hepp, (39 Fed. 324)	5460	Aspen Water & L. Co. v. Aspen, (5 Colo. App. 12).....	3409
Asbury v. Kansas City, (161 Mo. App. 496)	5628	Asphalt & Granitoid Const. Co. v. Hauessler, (201 Mo. 400) ..	1415, 1734
Asbury Park & S. G. R. Co. v. Neptune, (75 N. J. Eq. 562) ..	3454	Asphalt Pav. Co. v. New York, (127 N. Y. S. 794).....	4122
Asbury Park & S. G. R. Co. v. Neptune, (73 N. J. Eq. 323) ..	3454		
Aschoff v. Evansville, (34 Ind. App. 25)	5514, 5517, 5521		

TABLE OF CASES.

5787

(References are to Pages.)

Aspinwall v. Boston, (191 Mass. 441)	1720, 4227, 5292	Atchison St. Ry. Co. v. Missouri Pac. Ry. Co., (31 Kan. 660) 3386, 3387, 3392, 3399	
Aspinwall v. Jo Daviess County, (22 How. U. S. 364)	544	Atchison St. Ry. Co. v. Nave, (88 Kan. 744)	2937, 3507
Aspinwall-Delafield Co. v. Aspinwall, (229 Pa. 1)	2732, 2737	Athearn v. Millersburg, (33 Ia. 105)	570, 1266, 1378, 2737
Assay v. Baldwin, (7 W. N. Pa. 160)	3061	Athens v. Atlanta, (6 Ga. App. 244)	2123
Assessment for Construction of Sewer, <i>In re</i> , (54 N. J. L. 156)	1063	Athens v. Burkett, (Tenn. Ch. 59 S. W. 404) 3194, 3195, 3205, 3219, 3239, 3319	
Assessments of Lands, <i>In re</i> , (60 N. Y. 398)	4407	Athens v. Carmer, (169 Pa. St. 426)	4505
Associates of Jersey Co. v. Jersey City, (8 N. J. Eq. 715)	3897	Athens v. Georgia R. R. Co., (72 Ga. 800)	1721, 1750, 1942, 2407
Aston v. Newton, (134 Mass. 507)	5627	Athens v. Hemerick, (89 Ga. 674)	4657
Astor's Petition, (50 N. Y. 363)	1520	Athens v. Long, (54 Ga. 330)	5011
Astor's Petition, (2 Thomp. & C. 488)	4049	Athens City Waterworks Co. v. Athens, (74 Ga. 413)	5005
Astor v. New York, (62 N. Y. 567)	423, 943, 1302, 1304, 3906	Athens Terminal Co. v. Athens Foundry & Machine Works, (129 Ga. 393)	3399
Astor v. New York, (37 N. Y. S. 539)	3983, 4060, 4091, 4327, 4331, 4469, 4523, 4524, 4526	Atherton's Appeal, (160 Pa. St. 475)	652
Astoria Heights Land Co. v. New York, (179 N. Y. 579)	4251	Atherton v. Bancroft, (114 Mich. 241)	5607
Aswell v. Scranton, (175 Pa. St. 173)	4268	Atherton v. Essex Junction, (83 Vt. 218)	5009
Atascosa v. Angus, (83 Tex. 202)	2556	Atken v. Wells River, (70 Vt. 308)	5462
Atchison v. Acheson, (9 Kan. App. 33)	5640	Atkin v. Kansas, (191 U. S. 207)	382
Atchison v. Bartholow, (4 Kan. 124)	450, 483, 497, 3887	Atkin v. State, (191 U. S. 207)	2181, 2183
Atchison v. Butcher, (3 Kan. 104)	873, 4861, 4867, 4883, 4929	Atkin v. Wyandotte Coal, etc. Co., (73 Kan. 768)	2655, 3993, 4212
Atchison v. Byrnes, (22 Kan. 65)	4191	Atkins v. Fraker, (32 Wis. 510)	2286, 2289, 2295, 2297
Atchison v. Challis, (9 Kan. 603)	3048, 5529, 5537	Atkins v. Kinnan, (20 Wend. N. Y. 241)	3973
Atchison v. King, (9 Kan. 550)	1835, 1836, 5765, 5770	Atkins v. Phillips, (26 Fla. 281)	1306, 1309, 1832, 1340, 1559, 2199, 2232, 2287
Atchison v. Leu, (48 Kan. 138)	4108	Atkins & Co. v. Randolph, (31 Vt. 226)	513, 533, 540
Atchison v. Mayhood, (69 Kan. 672)	5624	Atkinson v. Newcastle Waterworks Co., (L. R. 2 Exch. Div. 441)	1461
Atchison v. Owensboro, (114 Ky. 706)	1159	Atkinson v. Ada, (18 Idaho, 282)	3800
Atchison v. Portage La Prairie, (10 Man. 39)	5440	Atkinson v. Asheville Street Ry., (113 N. C. 581)	3408
Atchison v. Price, (45 Kan. 296)	3974, 4011, 4071, 4327, 4344, 4391, 4447	Atkinson v. Bell, (18 Tex. 474)	3206
Atchison v. St. Joseph, (133 Mo. App. 563)	2872	Atkinson v. Davenport, (117 Ia. 687)	4152
Atchison Board of Education v. De Kay, (148 U. S. 591)	1395, 1402	Atkinson v. Goodrich Transp. Co., (60 Wis. 141)	1575, 1584, 1595, 2074
Atchison, etc. Co. v. Baker, (79 Kan. 183)	1837	Atkinson v. Great Falls, (16 Mont. 372)	4724
Atchison & N. R. Co. v. Garside, (10 Kan. 552)	3391	Atkinson v. Marietta, etc. R. Co., (15 Ohio St. 21)	304, 446
Atchison, etc. R. Co. v. Humboldt, (87 Kan. 1)	4986, 4987	Atkinson v. Nevada, (133 Mo. App. 1)	3283, 3294
Atchison, etc. R. Co. v. Jefferson County Com'rs, (21 Kan. 309)	4608	Atkinson v. New Castle & G. Waterworks Co., (L. R. 6 Exch. 404)	1461, 5520
Atchison, etc. R. Co. v. Jefferson County, (12 Kan. 127)	5266, 5373	Atkinson v. Newton, (169 Mass. 240)	4425, 4532
Atchison & N. R. Co. v. Maquillin, (12 Kan. 301)	599, 614, 615, 1542, 4998	Atkinson v. Wykoff, (58 Mo. App. 86)	519, 1535, 2991, 3008, 4300
Atchison, etc. Ry. Co. v. Maxwell, (10 Kan. App. 370)	5021	Atlanta v. Burton, (90 Ga. 486)	3581, 3593
Atchison, etc. R. Co. v. Patch, (28 Kan. 470)	3011, 3012	Atlanta v. Central R. & B. Co., (53 Ga. 120)	3141, 3145
Atchison, etc. R. Co. v. Peterson, (5 Kan. App. 103)	4341, 4343, 4399, 4453	Atlanta v. Champe, (66 Ga. 549)	5627
Atchison, etc. R. Co. v. Shawnee, (183 Fed. 85)	3010, 3014, 3519	Atlanta v. First Presbyterian Church, (86 Ga. 730)	4419
		Atlanta v. Gabbett, (93 Ga. 266)	3980, 4393

(References are to Pages.)

Atlanta v. Gate City Gas Light Co., (71 Ga. 106) 379, 1722, 3385, 3569	Atlantic City Waterworks Co. v. Consumers' Water Co., 44 N. J. Eq. 427) 8420
Atlanta v. Georgia Pac. Ry. Co., (74 Ga. 16) 5014	Atlantic City Water Works Co. (v. Read, (50 N. J. L. 665) 2583, 2746
Atlanta v. Green, (67 Ga. 386) 4221, 4267	Atlantic Coast Line R. Co. v. Adams, (7 Ga. App. 146).... 1731
Atlanta v. Hanlein, (96 Ga. 381) 4455	Atlantic Coast Line Co. v. Commonwealth, (102 Va. 599).... 1695
Atlanta v. Hanlein, (101 Ga. 697) 4379	Atlantic Dock Co. v. Brooklyn, (1 Abb. App. Dec. 24)..... 594
Atlanta v. Holliday, (96 Ga. 546) 2003, 2862, 2863, 2866, 4282	Atlantic Gas, etc. Co. v. Atlantic City, (73 N. J. L. 360)..... 2683
Atlanta v. Hunnicutt, (95 Ga. 138) 3189	Atlantic & Birmingham R. Co. v. Cordele, (128 Ga. 293)..... 2101
Atlanta v. Jacobs, (125 Ga. 523) 5039	Atlantic & Pac. R. Co. v. St. Louis, (66 Mo. 228)..... 515, 517, 521, 523, 2488, 3489, 3490, 3509
Atlanta v. Jones, (135 Ga. 376) 3166, 3177, 3178	Atlantic & Pac. R. Co. v. St. Louis, (3 Mo. App. 315)..... 428
Atlanta v. Millam, (95 Ga. 135) 5620	Atlantic & Pac. Tel. Co. v. Philadelphia, (190 U. S. 160) 1683, 2262, 3559, 3560, 3561, 3562
Atlanta v. Smith, (99 Ga. 462) 265, 3997	Atlantic Postal Tel. Co. v. Savannah, (133 Ga. 66) 2212
Atlanta v. Stein, (111 Ga. 789) 1597, 1714, 2652, 2653, 5193	Atlantic & S. Ry. Co. v. State Board of Assessors, (80 N. J. L. 83) 3267
Atlanta v. Texas & P. R. Co., (56 Tex. Civ. App. 226)..... 3246	Atlantic Trust Co. v. Darlington, (63 Fed. 76) 4830, 4832
Atlanta v. Warnock, (91 Ga. 210) 3045, 3049, 3054, 5194	Attaway v. Cartersville, (68 Ga. 740) 5064
Atlanta v. White, (33 Ga. 229) 2131, 2137	Atterbury v. West, (139 Mo. App. 180) 2840, 2934
Atlanta v. Wilson, (59 Ga. 544) 5774	Atlas Lumber Co. v. Quirk (28 S. D. 643) 3259
Atlanta v. Wright, (119 Ga. 207) 5027, 5275	Atlee v. Wefford, (94 Mich. 562) 5244
Atlanta Consol. Street R. Co. v. Atlanta, (111 Ga. 255)..... 8460	Attorney's Oaths, <i>In re</i> , (20 Johns. N. Y. 492) 3361
Atlanta St. R. Co. v. Atlanta, (66 Ga. 104) 5014	Attorney-General v. Abbott, (154 Mass. 323) 3264, 3289
Atlanta Ry. & Power Co. v. Atlanta Rapid Transit Co., (113 Ga. 481) 1346, 3779	Attorney General v. Amos, (60 Mich. 372) 5243
Atlanta, etc. R. Co. v. Atlanta B. & A. R. Co., (125 Ga. 529) 3608	Attorney General v. Anglesea, (58 N. J. L. 372)..... 316
Atlanta, etc. R. Co. v. Wyly, (65 Ga. 120) 1849	Attorney General v. Barnum, (167 Mass. 477) 1009
Atlantic Ave., <i>In re</i> , (14 Super. Ct. 117) 4383, 4415	Attorney General v. Blackburn Corporation, (57 L. T. 385).... 134
Atlantic & Birmingham Ry. Co. v. Cordele, (125 Ga. 373).... 3550	Attorney General v. Board, (64 Mich. 607) 828
Atlantic & Birmingham R. Co. v. McKnight, (125 Ga. 328) 3608, 3611	Attorney General v. Bolger, (128 Mich. 355) 1011, 1013
Atlantic & Birmingham R. Co. v. Montezuma, (122 Ga. 1) 3776	Attorney General v. Boston, (186 Mass. 209) 2860, 2861
Atlantic City v. Abbott, (73 N. J. L. 281) 1959	Attorney General v. Boston, (142 Mass. 200) 2857, 3895, 3911, 3929, 3930, 4026
Atlantic City v. Associated Realities Corp., (73 N. J. Eq. 721) 2495, 3215	Attorney General v. Boston, (123 Mass. 460).... 509, 685, 893, 894, 898
Atlantic City v. Atlantic City Steel Pier Co., (62 N. J. Eq. 139) 3215, 3216	Attorney General v. Cain, (82 Mich. 223) 975
Atlantic City v. Brown, (72 N. J. L. 207) 1563	Attorney General v. Cardiff Corporation, (2 Ch. [1894] 337).... 134
Atlantic City v. Crandol, (67 N. J. L. 488) 2935	Attorney General v. Chicago & N. W. Ry. Co., (35 Wis. 425) 722, 775
Atlantic City v. France, (74 N. J. L. 389) 1898, 2421	Attorney General v. Cogshall, (107 Mich. 181)..... 669, 1074
Atlantic City v. Goldstein, (67 N. J. L. 517)..... 2279, 2392	Attorney General v. Collins, (186 Mass. 209) 4066
Atlantic City v. Groff, (64 N. J. L. 527) 3286	Attorney General v. Connors, (27 Fla. 329) 410, 978, 979, 5049
Atlantic City v. Snee, (68 N. J. L. 39) 2850, 3286	Attorney General v. Consolidated Gas Co., (124 N. Y. App. Div. 401) 518
Atlantic City v. Turner, (67 N. J. L. 520) 2392	Attorney General v. Corliss, (98 Mich. 372) 1205
Atlantic City Water Works Co. v. Atlantic, (48 N. J. L. 378) 2723, 2725	
Atlantic City Waterworks Co. v. Atlantic City, (39 N. J. Eq. 367)..... 3424, 3668, 3938, 4288	

TABLE OF CASES.

5789

(References are to Pages.)

Attorney General v. Crocker, (138 Mass. 214)	1360	Attorney General v. Old Colony & N. R. Co., (12 Allen [Mass.] 404)	3307, 4099
Attorney General v. Delaware, etc. R. Co., (27 N. J. Eq. 1)...	2883	Attorney General v. Pearson, (8 Meriv. 252).....	2507
Attorney General v. Delaware, etc. R. Co., (38 N. J. L. 282)	5236	Attorney General v. Petty, (73 N. J. L. 333)	1037
Attorney General v. Detroit, (26 Mich. 263)		Attorney General v. Pingree (120 Mich. 550)	3797
2664, 2684, 2689, 5327,	5328	Attorney General v. Remick, (71 N. H. 480)	
Attorney General v. Detroit, (55 Mich. 181)	2609, 5328	1019, 1044, 1230, 1251, 1297,	1300
Attorney General v. Detroit, (58 Mich. 213)		Attorney General v. Rice, (64 Mich. 385)	333
154, 155, 405, 551, 987,	990	Attorney General v. Rye, (7 Taunton 546).....	571
Attorney General v. Detroit, (71 Mich. 92)	2132	Attorney General v. Railroad Co.'s. (35 Wis. 425).....	3365
Attorney General v. Detroit, (112 Mich. 145)	934, 1215	Attorney General v. Salem, (103 Mass. 138).....	685, 1730, 5238
Attorney General v. Detroit, (113 Mich. 388)	1002	Attorney General v. Sands, (68 N. H. 54)	1031
Attorney General v. Detroit, (148 Mich. 71)	3872	Attorney General v. Shekell, (138 Mich. 287)	1058
Attorney General v. Detroit, (150 Mich. 310).....	781, 785, 814	Attorney General v. Shepard, (62 N. H. 383)	
Attorney General v. Detroit, (155 Mich. 207)	2680	766, 926, 1299, 1300, 1306,	1311
Attorney General v. Detroit, (164 Mich. 369)	4817	Attorney General v. Shepard (23 R. L. 9).....	2991, 2994
Attorney General v. Dover, (62 N. J. L. 40).....	486	Attorney General v. Simonds, (111 Mass. 256)	1324
Attorney General v. Drohan, (169 Mass. 534).....	936, 937	Attorney General v. Soule, (28 Mich. 153)	2505
Attorney General v. Dublin, (38 N. H. 459)	2502	Attorney General v. Springwells Tp., (143 Mich. 523	601, 615
Attorney General v. Eau Claire, (37 Wis. 400)	256,	Attorney General v. Steward, (21 N. J. Eq. 340)	5199
3125, 3793, 3796, 3854, 3858,	3893	Attorney General v. Steward, (20 N. J. Eq. 415)	1952
Attorney General v. Electric Storage Battery Co., (188 Mass. 239)	1689	Attorney General v. Stratton, 194 Mass. 51)	1211
Attorney General v. Forster, (10 Ves. Jr. 335)	816	Attorney General v. Sullivan, (163 Mass. 446)	
Attorney General v. Heishon, (18 N. J. Eq. 410).....	2909	5234, 5235, 5236, 5239,	5250
Attorney General v. Jochim, (99 Mich. 358)	579, 1073, 1074, 1212	Attorney General v. Tarr, (148 Mass. 309).....	3267, 3305, 3339
Attorney General v. Kerr, (2 Beav. 420)	568, 575	Attorney General v. Thompson, (167 Mich. 507)	5328
Attorney General v. Lake View Land Co., (143 Ala. 291).....	3254	Attorney General v. Tillinghast, (203 Mass. 539)	937, 945, 1014
Attorney General v. Leeds Corp., (22 L. T. 330)	5562	Attorney General v. Toledo & M. Ry. (151 Mich. 473).....	3503
Attorney General v. Leicester, (9 Beav. 546).....	575, 710, 1808	Attorney General v. Utica Ins. Co., (2 Johns Ch. N. Y. 371)...	1280
Attorney General v. Lombard & S. Sts. Ry. Pass Co., (10 Phila. Pa. 352).....	2004, 3402	Attorney General v. Vineyard Grove Co., (181 Mass. 507)...	3211
Attorney General v. Lothrop, (24 Mich. 235)	412	Attorney General v. Walworth Light & Power Co., (157 Mass. 86)	3424
Attorney General v. Lowell, (67 N. H. 198)	840	Attorney General v. Wayne Cir- cuit Judge, (157 Mich. 615)...	4599
Attorney General v. Metropoli- tan R. Co., (125 Mass. 515)		Attorney General v. Williams, 174 Mass. 476).....	2022, 2078, 3117
3615,	3617	Attorney General v. Wilson, (9 Sim. 30)	575
Attorney General v. Morris & E. R. Co., (19 N. J. Eq. 386)		Attorney General v. Worcester, (2 Phillips, 3)	568, 575
2962, 3311,	3347	Attwood v. Bangor, (83 Me. 582)	5562
Attorney General v. Nashua, (67 N. H. 478)	986	Atwater v. Baltimore, (31 Md. 462)	5722
Attorney General v. New Castle, (5 Beav. 307)	575	Atwater v. Canandalgua, (124 N. Y. 602).....	1172, 1173
Attorney General v. Norwich, (2 Mylne & Cr. 406).....	813, 1110	Atwater v. Newark, (7 N. J. Law J. 176)	2918, 2954
Attorney General v. Northamp- ton, (143 Mass. 589)		Atwater v. Woodbridge, (6 Conn. 223)	284
5204, 5210,	5212	Atwell v. Zeluff, (26 Mich. 118)...	2246
Attorney General v. Oakland Bank, (Walker Ch. Mich. 90)...	2338	Atwood v. Biddeford, (99 Me. 78)	
		3028,	5442

(References are to Pages.)

Atwood v. Reyburn, (5 Mo. 533)	950	Augusta v. Sweeney, (44 Ga. 463)	1072, 1074
Atwood v. Smith, (64 Wash. 470)	4166, 4179	Augusta v. Tharpe, (113 Ga. 152)	5620, 5646, 5656, 5689
Auburn v. Goodwin, (128 Ill. 57)	3199, 3341	Augusta v. Tyner, (197 Ill. 242)	3203, 3206, 3228, 3274
Auburn Com'rs of Excise v. Burtis, (103 N. Y. 136)	2313	Augusta v. Walton, (37 Ga. 620)	4966
Auburn Com'rs of Excise v. Merchant, (103 N. Y. 143)	2313	Augusta v. Waterville, (106 Me. 394)	1610, 5094, 5099
Auchincloss v. Metropolitan El. R. Co., (74 N. Y. S. 534)	3652	Augusta Bank v. Augusta, (49 Me. 507)	4774
Aucoin v. New Orleans, (105 La. 271)	5588	Augusta Factory v. Augusta, (83 Ga. 734)	5040
Audit Co. v. Louisville, (185 Fed. 349)	4615, 4730	Augusta & S. R. Co. v. Augusta, (100 Ga. 701)	3488
Auditor, <i>In re</i> , (8 Del. Co. Pa. 53)	1110	Augusta So. R. Co. v. Tennille, (119 Ga. 804)	572
Auditor General v. Calkins, (136 Mich. 1)	3983	Aull v. Lexington, (18 Mo. 401)	1907, 1935, 2469
Auditor General v. Chase (132 Mich. 630)	3990, 3991, 4465	Aull Savings Bank v. Lexington, (74 Mo. 104)	4777
Auditor General v. Hoffman, (129 Mich. 541)	1305, 3923, 4313, 4471, 4472, 4477	Aultman & Co. v. Daggs, (50 Mo. App. 280)	1791
Auditor General v. Maier, (95 Mich. 127)	4482, 4508	Aultman v. Utsey, (35 S. C. 596)	1303
Auditor General v. O'Neill, (143 Mich. 343)	4509	Aurora v. Bitner, (100 Ind. 396)	5623
Auditor General v. Ottawa County, (76 Mich. 295)	4631	Aurora v. Chicago, B. & Q. R. Co., (119 Ill. 246)	4924
Auditor General v. Sparrow, (116 Mich. 574)	5022	Aurora v. Chicago, B. & Q. R. Co., (19 Ill. App. 360)	5032
Auditorial Board v. Hendrick, (20 Tex. 60)	2706	Aurora v. Colshire, (55 Ind. 484)	5666
Auer v. Dubuque (65 Ia. 650)	4432	Aurora v. Elgin A. & S. Traction Co., (227 Ill. 485)	3378, 3379
Auerbuch v. Salt Lake Co., (23 Utah 103)	2712	Aurora v. Fox, (78 Ind. 1)	2826, 3951, 4075, 4274, 4280
August Gast B. N. & L. Co. v. Fennimore Assn., (79 Mo. App. 612)	1723	Aurora v. Hayden, (Colo. App. 126 Pac. 1109)	4867, 4897, 4933
Augusta v. Augusta Water Dist., (101 Me. 148)	5014	Aurora v. Hillman, (90 Ill. 61)	5734, 5760, 5768
Augusta v. Burum, (93 Ga. 68)	2008, 2009, 2846	Aurora v. Lamar, (59 Ind. 400)	4965
Augusta v. Central R. R. (78 Ga. 119)	2227, 5039	Aurora v. Lindsay, (146 Mo. 509)	5034
Augusta v. Clark & Co., (124 Ga. 254)	1901, 2227	Aurora v. McGannon, (138 Mo. 38)	2191, 2224, 2253, 2254, 3555
Augusta v. Cone, (91 Ga. 714)	5638	Aurora v. Parks, (21 Ill. App. 459)	5694
Augusta v. Dozier, (126 Ga. 524)	5666	Aurora v. Pulfer, (56 Ill. 270)	5680
Augusta v. Dunbar, (50 Ga. 387)	4995, 5038	Aurora v. Reed, (57 Ill. 29)	4242, 5572, 5577
Augusta v. Georgia R. & Banking Co., (26 Ga. 651)	5014	Aurora v. Rockabrand, (149 Ill. 399)	5715
Augusta v. Georgia R. & B. Co., (98 Ga. 161)	3132, 3139	Aurora v. Seldelman, (34 Ill. App. 285)	5703
Augusta v. Hudson, (94 Ga. 135)	5774	Aurora v. West, (9 Ind. 74)	872, 877, 4606
Augusta v. Leadbetter, (16 Me. 45)	812, 858, 5146, 5171	Aurora v. West, (22 Ind. 88)	873, 876, 4828, 4833
Augusta v. Little, (115 Ga. 124)	5423	Aurora Electric Light & Power Co. v. McWethy, (104 Ill. App. 479)	2941, 3394, 3404, 3539
Augusta v. Lombard, (99 Ga. 282)	5505, 5514	Aurora Water Co. v. Aurora, (129 Mo. 540)	795, 802, 811, 835, 1284, 1310, 1320, 1321, 1342, 1353, 1362, 1372, 1510, 2616, 4059, 4658
Augusta v. McKibben, (22 Ky. L. Rep. 1224)	2635, 4332	Austen v. Probate and Common Pleas Court, (35 Mo. 198)	5309
Augusta v. Mackey, (113 Ga. 64)	5439, 5514	Austin v. Allen, (6 Wis. 134)	1377
Augusta v. Maysville & B. S. R. Co., (97 Ky. 145)	4608	Austin v. Austin City Cemetery Assn., (87 Tex. 330)	1584, 1585, 1721, 1731, 1939, 2402
Augusta v. Murphey, (79 Ga. 101)	4327, 4341, 4488	Austin v. Austin Gaslight & Coal Co., (69 Tex. 180)	5011
Augusta v. National Bank, (47 Ga. 562)	4992	Austin v. Bartholomew, (107 Fed. 349)	2747, 3479, 3665, 3668
Augusta v. Owens, (111 Ga. 464)	5513	Austin v. Bellingham, (45 Wash. 460)	5729
Augusta v. Pearce, (79 Ga. 98)	5028	Austin v. Butler, (Tex. 40 S. W. 340)	5003
Augusta v. Perkins, (3 B. Mon. Ky. 437)	1999, 2513, 2930, 3335		
Augusta v. Reynolds, (122 Ga. 754)	1995, 2911		

TABLE OF CASES.

5791

(References are to Pages.)

Austin v. Cahill, (99 Tex. 172) 4864, 4924, 4984, 4975, 4986, 5035, 5047, 5285	Ayers v. Dallas, (32 Tex. Crim. Rep. 603) 1560
Austin v. Charlotte, (146 N. C. 336) 5757	Ayers v. Hatch, (175 Mass. 489) 1228, 1250
Austin v. Coggeshall, (12 R. I. 329) 805 5358	Ayers v. Lawrence, (59 N. Y. 192) 5318, 5351
Austin v. Detroit, etc. R. Co. (134 Mich. 149) 3617	Ayers v. McCalla, (95 Ga. 555) 4962
Austin v. Dunkirk, (124 N. Y. S. 248) 5423, 5655	Ayers v. New Castle, (10 Pa. Super. Ct. 559) 4176, 4181
Austin v. Johns, (62 Tex. 179)... 1142	Ayres v. Schmohl, (86 Mo. App. 349) 847, 3912, 4157, 4158
Austin v. McCall, (95 Tex. 565) 1714, 2715, 3804, 3826, 5352	Ayers v. Toledo, (26 Ohio Cir. Ct. Rep. 767) 4446
Austin v. Murray, (16 Pick Mass. 121) 1424, 1563, 1583, 1589, 1889, 1941	Aylmore v. Seattle, (48 Wash. 42) 3843
Austin v. Nalle, (85 Tex. 520) 3892, 4813, 4823, 4862, 4955, 4989 5351	Ayres v. Hammondsport, (7 N. Y. S. 174) 5696
Austin v. Nalle, (Tex. Civ. App. 120 S. W. 996) 3074	Ayres v. Hammondsport, (130 N. Y. 665) 5697
Austin v. Nalle, (102 Tex. 536)... 4334	Ayres v. Pennsylvania R. Co., (52 N. J. L. 405) 3216
Austin v. Ritz, (72 Tex. 391) 3294, 5720, 5755	B.
Austin v. Seattle, (2 Wash. 667) 4337, 4692, 4725	Baader v. Cullman, (115 Ala. 539) 1797, 2803
Austin v. State, (10 Mo. 591)... 2272	Baar v. Kirby, (118 Mich. 392) 1387, 1499, 1508
Austin v. State, (101 Tenn. 563) 1672, 1977	Bab v. Clerk, (Moore, 411) 1554
Austin v. Valle, (71 S. W. 414)... 4618	Babbage v. Powers, (130 N. Y. 281) 1987, 1990, 2842
Austin v. Walton, (68 Tex. 507) 1784, 1815 1817	Babbidge v. Astoria, (25 Ore. 417) 1500, 1503, 1506
Austrian v. Guy, (21 Fed. 500) 363, 364	Babbitt v. Savoy, (3 Cush. 530) 813, 1110, 1111
Avalon Borough, <i>In re</i> , (31 Pa. Super. Ct. 167) 670	Babcock, <i>In re</i> , (115 App. Div. N. Y. 191) 1120
Averill v. Perrott, (74 Mich. 296) 2295	Babcock v. Buffalo, (1 Sheldon N. Y. 317) 1926
Avery v. Ionia, (71 Mich. 538)... 4209	Babcock v. Buffalo, (56 N. Y. 268) 1927, 832, 1930
Avery v. Job, (25 Ore. 512) 3841, 5351, 5359	Babcock v. Fond du Lac, (58 Wis. 230) 5034
Avery v. Springport, (Fed. Cas. No. 676) 580, 4842	Babcock v. Goodrich, (47 Cal. 488) 5269, 5282
Avery v. Stewart, (1 Cush. Mass. 496) 1275	Babcock v. Helena, (34 Ark. 499) 1780, 4829
Avery v. Studley, (74 Conn. 272) 1213, 1217, 1246, 1252, 1253	Babcock v. New Jersey Stock Yards, (20 N. J. Eq. 296).... 1952
Avery v. Syracuse, (29 Hun, N. Y. 537) 5649	Babcock v. Scranton Traction Co., 1 Lack Leg. N. Pa. 223)... 3429
Avery v. United States, (104 Fed. 711) 2484, 2485, 3197, 3347	Bacas v. Adler, (112 La. 806) 4119, 4513
Avis v. Vineland, (56 N. J. L. 474) 2002, 2862	Bachelder v. Epping, (28 N. H. 354) 810, 858
Avis v. Vineland, (55 N. J. L. 285) 2001	Bacheller v. Pinkham, (68 Me. 253) 1173
Avoca v. Heller, (129 Ia. 227) 1874, 2162	Bachia v. Havemeyer Point, (136 N. Y. S. 435)... 5314, 5318, 5370 5371
Avoca v. Pittston, J. & A. R. Co., (7 Kulp. Pa. 470) .. 1357, 3494	Bachran v. Von Raden, (48 Hun. N. Y. 620) 2992
Avondale v. McFarland, (101 Ala. 381) 5576	Back v. Carpenter, (29 Kan. 349) 348, 356
Avondale v. Scudder, (12 Ohio Cir. Ct. Rep. 770) 3951	Backer v. West Chicago Park Com'rs, (66 Ill. App. 507 5382, 5473, 5483
Ayar's Appeal, (122 Pa. St. 266) 468, 1054, 1064	Backhaus v. People, (87 Ill. App. 173) 1795
Aycock v. Martin, (37 Ga. 124) 1649, 1651	Backman v. Charleston, (42 N. H. 125) 2569, 2742
Aydelott v. Cincinnati, (11 Ohio Cir. Ct. Rep. 11) 3428	Backman v. Oaskaloosa, (130 Ia. 600) 3296, 3302, 3946, 4311
Aydelett v. South Louisville, (16 Ky. L. Rep. 166) 4695	Backus v. Atlanta, (7 Ga. App. 397) 2417, 2452
Ayer v. Bangor, (85 Me. 511) 4628, 4700	Backus v. Detroit, (49 Mich. 110) 881, 3894
Ayer v. Norwich, (39 Conn. 376) 1992	Backus v. Fort street Depot Co., (169 U. S. 557) 517
Ayeridge v. Social Circle, (60 Ga. 404) 371, 1483	Bacon v. Boston, (154 Mass. 100) 3045, 3221, 3255, 3289, 5551, 5620, 5631
Ayers v. Chicago, (239 Ill. 237) 1899, 2037, 2249	Bacon v. Malzacher, (102 Ill. 663) 921

(References are to Pages.)

Bacon v. Nanny, (55 Hun. N. Y. 606)	3989	Baillies v. Des Moines, (127 Ia. 124)	4566
Bacon v. Robertson, (18 How. U. S. 480)	694	Baily v. Birkhofer, (123 Ia. 59) 360, 565	5545
Bacon v. Savannah, (86 Ga. 301) 3952, 4364, 4450, 4543		Baily v. Osborn, (80 N. J. L. 333)	
Bacon v. Savannah, (91 Ga. 500) 4378, 4445, 4455, 4479		Bain v. Mitchell, (82 Ala. 304) 2297,	2423
Bacon v. Savannah, (105 Ga. 62)	3939	Bainbridge v. Louisville, (83 Ky. 285)	4921
Bacon v. Tacoma, (19 Wash. 674)	5269	Bainbridge v. Reynolds, (111 Ga. 758)	2448, 5197
Badcock v. Sankay, (54 J. P. 564)	1544	Baird v. New York, (83 N. Y. 254)	2676, 2685
Badeau v. United States, (130 U. S. 439)	1003	Baird v. New York, (74 N. Y. 382)	2376
Bader v. New York, (101 N. Y. S. 351)	4197	Baird v. New York, (96 N. Y. 567)	2643, 2768
Badger v. New Orleans, (49 La. Ann. 804)	4636	Baird v. Rice, (63 Pa. St. 489) 397, 516,	2537
Badger v. United States, (93 U. S. 599)	1082	Baird v. Bank of Washington, (11 Serg. & Rawle Pa. 411) ..	2483
Badgley v. St. Louis, (149 Mo. 122)	797, 1780, 1803	Balsch v. Grand Rapids, (84 Mich. 666)	4016, 4020
Badkins v. Robinson, (53 Ga. 613)	2143	Bakely v. Nowrey, (68 N. J. L. 95)	1017, 1041, 1211
Badouh v. St. Louis B. & M. R. Co., (Tex. Civ. App. 140 S. W. 354)	3653	Baker, <i>In re</i> , (29 How. Pr. 485) ..	5105
Bagg v. Detroit, (5 Mich. 336) ..	4523	Baker v. Akron, (145 Ia. 485) ..	4283
Bagley v. People, (43 Mich. 355) 1993, 1996, 2795, 2923		Baker v. Barry, (22 R. I. 471) ..	3270
Bagwell v. Lawrenceville, (94 Ga. 654)	2121, 2123	Baker v. Big Rapids, (65 Mich. 76)	5033
Baier v. Schermerhorn (96 Wis. 372)	2963	Baker v. Bohannon, (69 Ia. 60) ..	1919
Bailey v. Boston, (116 Mass. 423)	5608	Baker v. Boston, (12 Pick. Mass. 184) ..	1615, 1889, 1906, 1911, 1916, 1925, 1962
Bailey v. Cambridge, (174 Mass. 188)	5661	Baker v. Boston Elev. R. Co., (183 Mass. 178)	3627
Bailey v. Commonwealth, (28 Ky. L. Rep. 1223)	1735	Baker v. Braman, (6 Hill N. Y. 47)	3108
Bailey v. Commonwealth, (22 Ky. Law Rep. 512)	2293	Baker v. Chicago, etc. R. Co., (154 Ia. 228)	3279, 3652
Bailey v. Culver, (84 Mo. 531) ..	1471	Baker v. Cushman, (127 Mass. 105)	1022, 1351
Bailey v. Culver, (12 Mo. App. 75)	2792, 3211	Baker v. Detroit, (166 Mich. 597)	5685
Bailey v. Ewart, (52 Ia. 111) ..	2704	Baker v. Fall River, (187 Mass. 53)	2037, 5648, 5760
Bailey v. Examining and Trial Board, (45 Mont. 197)	5054	Baker v. Fire Pension Fund Com'rs, (18 Cal App. 433) ..	5056
Bailey v. Joy, (132 Mass. 356) ..	2376	Baker v. Gartside, (86 Pa. St. 498)	4389
Bailey v. Kansas City, (189 Mo. 503)	1815, 1821	Baker v. Grand Rapids, (111 Mich. 447) ..	5491, 5627, 5716, 5720, 5756
Bailey v. Lansing, (Fed. Cas. No. 738)	4933	Baker v. Grand Rapids, (142 Mich. 687)	3874, 3880, 5340
Bailey v. New York, (3 Hill. N. Y. 531)	206, 411, 500, 3901, 5395, 5400, 5471, 5481, 5504, 5515, 5654	Baker v. Johnston, (21 Mich. 319)	3207, 3291, 3300
Bailey v. Philadelphia, (184 Pa. St. 594) ..	1587, 2517, 3675, 3840, 3910, 4922	Baker v. Lexington, (21 Ky. L. Rep. 809) ..	851, 1563, 1744, 1792, 2267
Bailey v. Philadelphia, (167 Pa. St. 569) ..	985, 4601, 4759, 5146, 5366	Barker v. Kalamazoo, (146 Mich. 257)	5743
Bailey v. Sherry, (3 Pa. Dist. Rep. 543)	5136	Baker v. Madison, (56 Wis. 374) ..	5674, 5700
Bailey v. Sioux Falls, (19 S. D. 231)	4711, 5314	Baker v. Meacham, (18 Wash. 319)	4798
Bailey v. State, (30 Neb. 855) ..	1514, 1745	Baker City v. Murphy, (30 Ore. 405)	1190, 1195
Bailey v. Strachan, (77 Minn. 526)	5331	Baker v. Neff, (73 Ind. 68)	2488
Bailey v. Trumbull, (31 Conn. 581)	2301	Baker v. Normal, (81 Ill. 108) ..	1744, 1982, 2862, 4281
Bailey v. Winston, (157 N. C. 252)	5489, 5490, 5632, 5720, 5727	Baker v. North East, (151 Pa. 234)	5653
Bailey v. Zanesville, (20 Ohio Cir. Ct. 236)	4382	Baker v. Norwood, (11 Ohio Cir. Dec. 371)	4504, 4505
Baileyville v. Lowell, (20 Me. 178)	812, 5146	Baker v. Pendergast, (82 Ohio St. 494)	1854
Bailliere v. Atlantic Shingle Co- operage & Veneer Co., (150 N. C. 627)	3242, 3248, 3301	Baker v. Police Com's, (62 Mich. 327) 918, 975, 1011, 1310, 1313,	1398

TABLE OF CASES.

5793

(References are to Pages.)

Baker v. Portland, (58 Me. 199)	1413, 5650
Baker v. Alleghaney Valley R. Co., (95 Pa. St. 211)	5734
Baker v. Rochester, (48 N. Y. S. 764)	3176, 3971
Baker v. St. Louis, (7 Mo. App. 429)	2818
Baker v. St. Louis, (75 Mo. 671)	3214
Baker v. St. Paul, (8 Minn. 491)	3200
Baker v. Schott, (31 Wkly. Law Bul. 335)	4518
Baker v. Seattle, (2 Wash. 576)	539, 4646, 4659, 4691, 4699, 4793, 4825
Baker v. Selma St. & S. R. Co., (130 Ala. 474)	3617
Baker v. Selma St. & S. R. Co., (135 Ala. 552)	3787
Baker v. Selvage & Snyder, (7 Ky. L. Rep. 838)	4448
Baker v. Shephard, (24 N. H. 208)	1277
Baker v. Shoals, (6 Ind. App. 319)	4228
Baker v. State, (27 Ind. 485)	1166, 1184, 1526
Baker v. State, (44 Ark. 134)	2189
Baker v. The Milwaukee, (14 Ia. 214)	431, 497
Baker v. Tobin, (40 Ind. 310)	4061
Baker v. Utica, (19 N. Y. 326)	1117, 1157
Baker v. Vanderburg, (99 Mo. 378)	3215, 3272, 3315
Baker v. Washington, (7 D. C. 134)	864
Baker City Mut. Irrig. Co. v. Baker City, (58 Ore. 306)	518, 3028, 3196, 3230, 3247, 3388
Bakman v. Hackensack Impt. Commission, (70 N. J. L. 499)	4428
Balch v. Beach, (119 Wis. 77)	2584, 2777, 4720, 4744, 4747, 5367
Balch v. Utica, (59 N. Y. S. 513)	1954, 4597
Balcheller v. Mascoutah, (Fed. Cas. No. 792)	4816, 4829
Baldrick v. Gast, (25 Ky. L. Rep. 1977)	4150, 4446..
Baldwin v. Bangor, (36 Me. 518)	3974, 4296
Baldwin v. Buffalo, (29 Barb. N. Y. 396)	4292, 4303
Baldwin v. Buffalo, (35 N. Y. 375)	3300
Baldwin v. Chicago, (68 Ill. 418)	2310, 2386, 2428
Baldwin v. Elizabeth, (42 N. J. Eq. 11)	2461
Baldwin v. Ensign, (49 Conn. 113)	1851
Baldwin v. Green, (10 Mo. 410)	1421, 1776, 1807
Baldwin v. Hastings, (83 Mich. 639)	5015, 5033
Baldwin v. Herbst, (54 Ia. 168)	2816, 3208
Baldwin v. Montgomery, (53 Ala. 437)	4946, 4966, 4993
Baldwin v. Moroney, (173 Ind. 574)	4498
Baldwin v. Murphy, (82 Ill. 485)	1564, 1801, 1865, 2316
Baldwin v. New York, (45 Barb. N. Y. 359)	501, 538
Baldwin v. New York, (1 Abb. Dec. N. Y. 75)	5151
Baldwin v. North Branford, (32 Conn. 47)	1275
Baldwin v. Oswego, (1 Abb. Dec. N. Y. 62)	4191
Baldwin v. Oswego, (2 Keyes, N. Y. 132)	4724
Baldwin v. School City, (73 Ind. 346)	1087
Baldwin v. Philadelphia, (99 Pa. St. 164)	1154
Baldwin v. Springfield, (141 Mo. 205)	5614, 5615, 5665
Baldwin v. Trimble, (85 Md. 396)	2972, 2974
Baldwin v. Wilbraham, (140 Mass. 459)	2477, 5312, 5317
Balfe v. Bell, (40 Ind. 337)	4464
Balfe v. Johnson, (40 Ind. 235)	4483
Balfe v. Lammers, (109 Ind. 347)	4296, 4527
Ball v. Fagg, (67 Mo. 481)	839, 1374, 1448, 1847
Ball v. Independence, (41 Mo. App. 469)	5715
Ball v. Texarkana Water Corp., (Tex. Civ. App. 127 S. W. 1068)	779, 782, 3705, 3706, 3732, 3783
Ball v. Tolman, (135 Cal. 375)	1791
Ball v. Winchester, (32 N. H. 435)	5650
Ball v. Woodbine, (61 Ia. 83)	5418, 5427
Ballard v. Cerney, (83 Neb. 606)	5366
Ballard v. Appleton, (26 Wis. 67)	4296
Ballard v. Collins, (63 Wash. 493)	2969
Ballard v. Davis, (31 Miss. 525)	1303
Ballard v. Hamburg, (123 N. Y. S. 325)	5694
Ballard v. McCarty, (11 Ill. 501)	2316
Ballard v. Ross, (38 Wash. 209)	4497
Ballard v. Thompson, (21 Wash. 669)	1192
Ballard v. Way, (34 Wash. 116)	4497
Ballentine v. Kansas City, (126 Mo. App. 130)	5766
Ballentine v. Pulaski, (15 Lea, Tenn. 633)	302, 4969
Ballew v. St. Joseph, (163 Mo. App. 297)	5614
Balls v. Woodward, (51 Fed. 646)	1174, 5726
Baltimore v. Baker, (44 Md. 1)	5383
Baltimore v. Baltimore County W. & E. Co., (95 Md. 232)	3528, 3778
Baltimore v. Beck, (96 Md. 183)	5633, 5717, 5718
Baltimore v. Black, (56 Md. 333)	3971
Baltimore v. Bond, (104 Md. 590)	4817
Baltimore v. Bouldin, (23 Md. 328)	3979, 3994
Baltimore v. Boyd, (64 Md. 10)	3999, 4000
Baltimore v. Brengle, (116 Md. 342)	3112
Baltimore v. Broumel, (86 Md. 153)	3285
Baltimore v. Chesapeake & P. Tel. Co., (92 Md. 692)	3469
Baltimore v. Clunet, (23 Md. 499)	1453, 1733
Baltimore v. Cowen, (88 Md. 447)	3154, 4253
Baltimore v. Eschbach, (18 Md. 276)	1087, 3989, 4125, 4126
Baltimore v. Fairfield Improvement Co., (87 Md. 352)	1935

(References are to Pages.)

Baltimore v. Flack, (104 Md. 107)		Baltimore v. Robert Poole & Sons Co., (97 Md. 67)	5020, 5029
515, 1084, 2643, 2648, 2664, 4043		Baltimore v. Root, (8 Md. 95) 143,	5223
Baltimore v. Frick, (82 Md. 77) 3302		Baltimore v. Rosenthal, (102 Md. 298)	2793, 5015
Baltimore v. Gahan, (104 Md. 145)	840, 2664	Baltimore v. Scharf, (54 Md. 499)	847, 849, 1721
Baltimore v. Gill, (31 Md. 375) 4580, 4706, 4717, 5347, 5369		3462, 3976, 4352, 4427, 4434, 4460	
Baltimore v. Gorter, (93 Md. 1) 1508, 4626, 4948, 5020, 5021, 5023		Baltimore v. Schnitker, (84 Md. 34)	5433
Baltimore v. Grand Lodge, (44 Md. 436)	3976, 4077	Baltimore v. Smith & Schwartz Brick Co., (80 Md. 458) 4464, 4530, 4531	
Baltimore v. Green Mount Cemetery, (7 Md. 517)	4422	Baltimore v. State, (15 Md. 376)	352
Baltimore v. Harris, (113 Md. 227)	4985	379, 406, 415, 511, 974, 976, 1005	
Baltimore v. Harvey, (113 Md. 275)	5034	Baltimore v. Stewart, (92 Md. 535)	1485, 3946, 3949, 4012
Baltimore v. Holmes, (39 Md. 243)	5747	Baltimore Turnpike, (5 Binney 481)	1303
Baltimore v. Horn, (26 Md. 194) 1844, 3904, 4091		Baltimore v. Ulman, (79 Md. 469)	1479, 1537, 1612, 4090
Baltimore v. Howard, (6 Har. & J. 383)	4454, 5036	Baltimore v. United Railways & E. Co., (107 Md. 250)	3555
Baltimore v. Howard, (20 Md. 335)	974, 1170	Baltimore v. Warren Mfg. Co., (59 Md. 96)	5194, 5199
Baltimore v. Hughes, (1 Gill. & J. Md. 480)	1732	Baltimore City Pass Ry. Co. v. McDonnell, (43 Md. 534)	1852
Baltimore v. John Hopkins Hospital, (56 Md. 1)	3909, 4031, 4434	Baltimore County Water & E. Co. v. Dubreuil, (105 Md. 424) 3649, 3651	
Baltimore v. Johnson, (62 Md. 225)	1516, 2669	Baltimore, etc. Ry. Co. v. Althamont, (84 Ill. App. 274)	1394
Baltimore v. Keeley Inst. of Md., (81 Md. 106)	5096	Baltimore, etc. R. Co. v. Baltimore, (98 Md. 535)	4253
Baltimore v. Keyser, (72 Md. 106)	2682, 5371	Baltimore, etc. R. Co. v. Dennison, (3 MacArthur, D. C. 245)	4293, 4295
Baltimore v. Knell, (111 Md. 583)	4985	Baltimore, etc. R. Co. v. Fifth Baptist Church, (108 U. S. 317)	246, 3613
Baltimore v. Little Sisters of the Poor, (56 Md. 400)	1516, 3985	Baltimore, etc. R. Co. v. Gallahue's Admr., (12 Gratt. Va. 655)	265
Baltimore v. Lyman, (92 Md. 591) 943, 946, 994		Baltimore, etc. R. Co. v. Mall, (66 Md. 53)	2096
Baltimore v. Marriott, (9 Md. 160)	1911, 5419, 5448, 5694	Baltimore, etc. R. Co. v. People, (200 Ill. 541) 4703, 4737, 4983, 4988, 5040	
Baltimore v. Maryland, (166 Fed. 641)	5713	Baltimore, etc. R. Co. v. Pumphy, (74 Md. 86)	426
Baltimore v. Meredith's Ford, etc. Co., (104 Md. 351)	5168	Baltimore, etc. R. Co. v. Reaney, (42 Md. 117)	517
Baltimore v. Merryman, (86 Md. 584)	3154, 5559	Baltimore, etc. R. Co. v. Seymour, (154 Ind. 17)	2811, 2812
Baltimore v. Moore, (6 Har. & J. Md. 375)	4378	Baltimore, etc. R. Co. v. Spring, (80 Md. 510)	426
Baltimore v. Musgrave, (48 Md. 272)	2605, 3970, 3971	Baltimore, etc. R. Co. v. State, (36 Md. 366)	1853
Baltimore v. New Orleans, (45 La. Ann. 526)	2568, 2611	Baltimore, etc. R. Co. v. State, (33 Md. 542)	1853
Baltimore v. Northern Cent. R. Co., (88 Md. 427)	3249	Baltimore, etc. R. Co. v. Strauss, (37 Md. 237)	2954
Baltimore v. O'Donnell, (53 Md. 110)	5489	Baltimore, etc. R. Co. v. Whitting, (161 Ind. 228)	1086
Baltimore v. O'Neill, (63 Md. 336) 1128		Baltimore, etc. Ry. Co. v. Whitting, (30 Ind. App. 182)	2981
Baltimore v. Pendleton, (15 Md. 12)	5639	Baltimore Trust & Guarantee Co. v. Baltimore, (64 Fed. 153)	1762, 1768
Baltimore v. Porter, (18 Md. 284)	800, 820, 1344, 3916, 4044, 4046, 4087 4091, 4527	Baltimore Water & Electric Co. v. Dubreuil, (105 Md. 424)	2901
Baltimore v. Poultney, (25 Md. 107)	5464, 5465, 5467	Bamber v. Rochester, (26 Hun, N. Y. 587)	5497
Baltimore v. Poultney, (25 Md. 18)	1266	Bamberger v. Terry, 103 U. S. 40)	2375
Baltimore v. Radecke, (49 Md. 217)	793	Bamberger Bloom & Co. v. Louisville, (82 Ky. 337) 4985, 5015	
1574, 1581, 1710, 1721, 1909, 1919		Bambrick v. Campbell, (37 Mo. App. 460) 4016, 4043, 4053, 4058, 4093	
2074, 2202, 2217, 2260, 2279, 5198		Bamford v. Turnley, (Z. B. & S. 62)	1915
Baltimore v. Raymo, (68 Md. 569) 2643, 4130, 4150, 4157, 4560, 4563			
Baltimore v. Reitz, (50 Md. 574)	533, 3902, 3903		
Baltimore v. Reynolds, (20 Md. 1)	2608, 2734, 4129		
Baltimore v. Ritchie, (51 Md. 233)	1142		

5795

Banas v. Smith, (122 Cal. 102)	4546	Banks v. Greenwich, (15 Atl. Conn. 788)	4319
Bancroft v. Bancroft, (61 Atl. Del. 439)	5368	Banks v. Ogden, (2 Wall. U. S. 57)	3204
Bancroft v. Cambridge, (120 Mass. 438)	3071	Banks v. Potlax, (3 Randolph, Va. 136)	2483
Bancroft v. Lynnfield, (18 Pick. Mass. 569)	1111	Bannagan v. District of Columbia, (2 Mackey, D. C. 285)	5529
Bancroft v. San Diego, (120 Cal. 432)	4250	Banner v. McMurray, (1 Dev. N. C. 218)	1069
Bancroft v. Wall, (19 Wkly. Law Bul. 306)	3695	Bannock County v. Bunting, (4 Idaho 156)	4651
Banger, <i>in re</i> , (109 Pa. St. 79)	4996	Bannon v. Murphy, (18 Ky. L. Rep. 939)	295
Bangor v. Lanail, (51 Me. 521)	3921	Bannon v. Rohmelsner, (17 Ky. L. Rep. 1378)	3945
Bangor v. Penobscot, (87 Me. 294)	5272	Bannon v. Rohmelsner, (90 Ky. 48)	3903
Bangor v. Smith, (83 Me. 422)	1700	Bannister v. New York, (40 Misc. Rep. N. Y. 408)	1138
Bangor House v. Brown, (33 Me. 309)	3211	Banta, <i>in re</i> , (60 N. Y. 165)	3987
Bangor Sav. Bank v. Stillwater, (45 Fed. 544)	4776	Banta v. Chicago, (173 Ill. 204)	3190
Bangor Sav. Bank v. Stillwater, (45 Fed. 899)	4756	Banta v. Richards, (43 N. J. L. 497)	262
Bangor Sav. Bank v. Stillwater, (45 Fed. 721)	4931	Barada v. Carondelet, (16 Mo. 323)	5309
Bangor Tp. v. Bay City T. & M. Co., (147 Mich. 165)	3569	Barber v. Chicago, (153 Ill. 37)	4452
Bangs v. Snow, (1 Mass. 181)	353	Barber v. Franklin, (77 Neb. 91)	538
Bank of Augusta v. Earle, (12 Pet. U. S. 519)	3360	Barber v. New Scotland, (34 N. Y. S. 968)	5556
Bank of British Columbia v. Port Townsend, (15 Wash. 450)	4774	Barber v. Roxbury, (11 Allen, Mass. 318)	5680
Bank of Chenango v. Brown, (26 N. Y. 457)	1766	Barber v. Saginaw, (34 Mich. 52)	1087
Bank of Chester v. Chester, (10 Rich. Law 104)	4993	Barber v. Trustees of Schools, (51 Ill. 396)	281
Bank of Chillicothe v. Chillicothe, (7 Ohio 31)	4578	Barber Asphalt Pav. Co. v. Chicago, (138 Ill. App. 121)	4635
Bank of Columbia v. Patterson, (7 Cranch, U. S. 299)	2748	Barber Asphalt Pav. Co. v. Denver, (67 Fed. 65)	4142
Bank of Columbia v. Portland, (41 Ore. 1)	4813	Barber Asphalt Pav. Co. v. Denver, (72 Fed. 336)	4189
Bank of Commerce v. Louisville, (88 Fed. 398)	2602	Barber Asphalt Pav. Co. v. Edgerton, (125 Ind. 455)	4021
Bank of Commerce v. Tennessee, (161 U. S. 134)	1633	Barber Asphalt Pav. Co. v. Ess, (158 Mo. 557)	4119
Bank of Commonwealth v. New York, (2246)	5459	Barber Asphalt Pav. Co. v. Field, (132 Mo. App. 438)	701
Bank of (Dud. 4992)	4994	Barber Asphalt Pav. Co. v. Field, (134 Mo. App. 463)	694
Bank of (Greens- 4993)	4993	Barber Asphalt Pav. Co. v. Field, (138 Mo. 182)	2952
Bank of (5 H. 582)	582	Barber Asphalt Pav. Co. v. French, (153 Mo. 534)	4322
Bank of (487, 2483)	2483	Barber Asphalt Pav. Co. v. Garr, (115 Ky. 334)	3954
Bank of (581, 582)	582	Barber Asphalt Pav. Co. v. Garr, (115 Ky. 334)	3954
Bank of (New Or- 5033)	5033	Barber Asphalt Pav. Co. v. Greave, (41 La. Ann. 251)	4186
Bank of (Gries, 955)	955	Barber Asphalt Pav. Co. v. Harrisburg, (54 Fed. 283)	4192
Bank of (27 Barb. 4873)	4873	Barber Asphalt Pav. Co. v. Hesel, (76 Mo. App. 135)	4120
Bank of Rome v. Rome, (18 N. Y. 38)	4978	Barber Asphalt Pav. Co. v. Hesel, (155 Mo. 391)	4262
Bank of Russellville v. Russellville, (133 Ky. 537)	5006	Barber Asphalt Pav. Co. v. Highland Park, (156 Mich. 178)	4792
Bank for Savings v. Grace, (102 N. Y. 313)	4745	Barber Asphalt Pav. Co. v. Hunt, (100 Mo. 22)	2660
Bank of Sonoma County v. Fairbanks, (52 Cal. 196)	4822	Barber Asphalt Pav. Co. v. Louisville, (123 Ky. 687)	2681
Bank of Statesville v. Statesville, (84 N. C. 169)	4837	Barber Asphalt Pav. Co. v. Meservey, (103 Mo. App. 180)	4494
Bank of United States v. Dandridge, (12 Wheat. U. S. 64)	2609		
Bankhead v. Brown, (25 Iowa, 540)	3112		

(References are to Pages.)

Barber Asphalt Pav. Co. v. Muchenberger, (105 Mo. App. 47) 1519, 4308	Barfield v. Gleason (111 Ky. 491) 1374, 2680, 4181, 4287, 4361, 4462, 4491
Barber Asphalt Pav. Co. v. Munn, (185 Mo. 552) 4146, 4157, 4362, 4459	Barfield v. Macon, (109 Ga. 386) 5382
Barber Asphalt Pav. Co. v. New Orleans, etc. R. Co., (49 La. Ann. 1608) 3460	Barger v. Hickory, (130 N. C. 550) 5439
Barber Asphalt Pav. Co. v. New Orleans, (43 La. Ann. 464) 4627, 4634	Barhite v. Home Telephone Co., (50 N. Y. App. Div. 25) 523, 1531, 2012, 3383, 5319, 5371
Barber Asphalt Pav. Co. v. New York, (127 N. Y. S. 746) 4122, 5123, 5125, 5179	Barker v. Bates, (13 Pick. Mass. 255) 1392
Barber Asphalt Pav. Co. v. O'Brien, (128 Mo. App. 267) 2666, 4032, 4036, 4306, 4560	Barker v. Central Park, N. & E. R. R. Co., (151 N. Y. 237) 3658
Barber Asphalt Pav. Co. v. Peck, (186 Mo. 506) 4414	Barker v. Dixmont, (53 Me. 575) 859
Barber Asphalt Pav. Co. v. St. Joseph, (183 Mo. 451) 4333, 4683	Barker v. Floyd, (32 Misc. Rep. N. Y. 474) 2735
Barber Asphalt Pav. Co. v. South Park Commission, (233 Ill. 362) 4617	Barker v. Fogg, (34 Me. 392) 1370
Barber Asphalt Pav. Co. v. Tomlinson, (141 Mo. App. 422) 3914	Barker v. Hartman Steel Co., (129 Pa. St. 551) 2876
Barber Asphalt Pav. Co. v. Topoka, (6 Kan. App. 133) 4190	Barker v. Hartman Steel Co., (6 Pa. Co. Ct. 183) 2937, 2939
Barber Asphalt Pav. Co. v. Ullman, (137 Mo. 543) 1774, 4041, 4074, 4085, 4130, 4132, 4362, 4485, 4506	Barker v. Jefferson, (155 Mo. App. 390) 5589, 5698
Barber Asphalt Pav. Co. v. Watt, (51 La. Ann. 1345) 4119, 4155, 4344, 4345, 4448, 4453, 4468, 4500	Barker v. Kalamazoo, (146 Mich. 257) 5701
Barber Asphalt Pav. Co. v. Wilcox, (90 App. Div. N. Y. 245) 2660, 2665	Barker v. Omaha, (16 Neb. 269) 4433
Barber Asphalt Pav. Co. v. Wilcox, (41 Misc. Rep. N. Y. 574) 2647	Barker v. Phelps, (39 Mo. App. 288) 1166
Barber Asphalt Pav. Co. v. Young, (94 Mo. App. 204) 4557	Barker v. Savage, (45 N. Y. 191) 2968
Barber County v. Society for Sav., (101 Fed. 767) 4917	Barker v. Southern Construction Co., (20 Ky. L. Rep. 796) 988, 4108, 4204, 4461, 4535
Barbier v. Connolly, (113 U. S. 27) 1446, 1604, 1616, 1624, 2168	Barker v. State, (18 Ohio, 514) 632
Barbour v. Camden, (51 Me. 608) 806	Barker v. Wheeler, (71 Neb. 740) 1194
Barbour v. Ellsworth, (67 Me. 294) 5499	Barkley v. Donnelly, (112 Mo. 561) 2490, 2495, 2500, 2506
Barclay, <i>In re</i> , (91 N. Y. 430) 4363	Barkley v. Levee Com'rs, (93 U. S. 258) 678, 714
Barclay, <i>In re</i> , (11 Up. Can. Q. B. 470) 2273	Barkley v. Oregon City, (24 Ore. 515) 4078, 4507
Barclay v. Boston, (167 Mass. 596) 5131	Barkley v. Wilcox, (86 N. Y. 140) 5554
Barclay v. Commonwealth, (25 Pa. St. 503) 1994	Barksdale v. Laurens, (58 S. C. 413) 5435, 5596
Barclay v. Howell, (Fed. Cas. 975) 3330	Barksdale v. Sampson County, (93 N. C. 472) 4990
Barclay v. Howell's Lessee, (6 Pet. U. S. 498) 3341, 3345	Barling v. West, (29 Wis. 307) 799, 1423, 1575, 1597, 2194
Barclay & Township of Darlington, <i>In re</i> , (12 Up. Can. Q. B. 86) 1425	Barlow v. Tacoma, (12 Wash. 32) 4512, 4514
Bard v. Augusta, (30 Fed. 906) 4828, 4829	Barnard & Co. v. Knox County, (105 Mo. 382) 4688
Barden v. Duluth, (28 Fed. 14) 4547, 4549	Barnert v. Paterson, (48 N. J. L. 395) 813, 1110, 1136, 1297, 1298, 1299
Barden v. Portage, (79 Wis. 126) 5557	Barnert v. Paterson, (69 N. J. L. 122) 1720
Bardick v. Dillon, (7 Okla. 535) 5361	Barnes v. Ackroyd, (26 L. T. N. S. 692) 1965
Bardsley v. Sternberg, (18 Wash. 612) 4195, 4766, 4769	Barnes v. Alexander City, (89 Ala. 602) 1827
Bardsley v. Sternberg, (17 Wash. 243) 1114, 4755, 4762, 4773	Barnes v. Bakersfield, (57 Vt. 375) 1114
Bardstown v. Hurst, (121 Ky. 119) 639	Barnes v. Barnes, (6 Vt. 388) 359
Bardwell v. Harlin, (118 Ky. 232) 4984	Barnes v. Carson, (Nev. 110 Pac. 8) 5589
Bardwell v. Southern Engine & Boiler Works, (130 Ky. 222) 2770	Barnes v. Chapin, (4 Allen, Mass. 444) 1851
Barfield v. Gleason, (23 Ky. L. Rep. 1102) 4287, 5134	Barnes v. Dist. Columbia, (91 U. S. 540) 267, 277, 295, 298, 380, 411, 521, 1905, 3895, 5474, 5481, 5531
	Barnes v. Gottschalk, (3 Mo. App. 111) 2449, 5288, 5301
	Barnes v. Hathorn, (54 Me. 124) 1938, 1941
	Barney v. Keokuk, (94 U. S. 324) 514
	Barnes v. Lacon, (84 Ill. 461) 4625, 4934

TABLE OF CASES.

5797

(References are to Pages.)

Barnes v. McGuire, (68 N. Y. S. 485) 5174, 5370
 Barnes v. Marcus, (96 Ia. 675)... 5746
 Barnes v. Mobile, (19 Ala. 707) 1738
 Barnes v. Newton, (46 Ia. 567) 5624
 Barnes v. New York, (27 Hun, N. Y. 236) 5135
 Barnes v. Philadelphia, (3 Phila. Pa. 409) 1087
 Barnes v. Philadelphia R. Co., (27 Pa. Super. Ct. 84).... 2819, 3010
 Barnes v. Sowden, (119 Pa. 53)... 5746
 Barnes v. Springfield, (4 Allen, 86 Mass. 488) 3915
 Barnes v. State, (19 Conn. 398) 2397
 Barnes v. Suddard, (117 Ill. 237) 2483, 2488
 Barnes v. Turner, (14 Okla. 284) 4778
 Barnes v. Williams, (53 Ark. 205) 1149
 Barnesville v. Murphey, (113 Ga. 779) 3880
 Barnesville v. Ward, (85 Ohio, 1) 5658, 5755
 Barnett v. Denison, (145 U. S. 135) 4834, 4846
 Barnett v. Newark, (28 Ill. 62) 1515, 1836
 Barney v. Keokuk, (94 U. S. 324) 2824, 3419
 Barney v. Keokuk, (Fed. Cas. No. 1032) 2927
 Barney v. Lincoln Park, (203 Ill. 397) 2540, 3316
 Barney v. Lowell, (98 Mass. 570) 5399, 5434, 5476
 Barney v. New York City, (78 Hun, N. Y. 337) 5033
 Barney v. Washington, (Fed. Cas. No. 1083) 2318
 Barnitz v. Beverly, (163 U. S. 118) 1650
 Barns v. Hannibal, (71 Mo. 449) 4282, 4284, 5558
 Barnstable Sav. Bank v. Boston, (127 Mass. 254) 1932
 Barnum v. Baltimore, (62 Md. 275) 205, 2490, 2491, 2501, 2506, 5102
 Barnum v. Gilman, (27 Minn. 466) 923, 1003, 5250
 Barnum v. Okolona, (148 U. S. 393) 873, 4840
 Barnwell v. Marion, (58 S. C. 459) 361
 Barr v. Auburn, (89 Ill. 361) 1305, 1337, 1367, 1368, 1827
 Barr v. Bainbridge, (59 N. Y. S. 132) 5681
 Barr v. Fairfax, (156 Mo. App. 295) 5604, 5697
 Barr v. Kansas City, (105 Mo. 550) 5604, 5720, 5750
 Barr v. New Brunswick, (58 N. J. L. 255) 1363, 1517, 3464
 Barr v. Omaha, (42 Neb. 341)... 4268
 Barr v. Oskaloosa, (45 Ia. 275) 2993
 Barr v. Philadelphia, (191 Pa. St. 438) 4614, 4662, 4575, 5372
 Barrack St., *In re*, (2 Rob. La. 491) 4055
 Barre v. Greenwich, (1 Pick. Mass. 129) 991, 998
 Barre v. McFarland, (82 Vt. 310) 2243, 3403, 3475
 Barre v. Perry & Scribner, (82 Vt. 301) 495, 1449, 1516, 2723, 2725, 3480, 3486
 Barree v. Cape Girardeau, (197 Mo. 382) 5431, 5433, 5590

Barree v. Cape Girardeau, (132 Mo. App. 182) 5395, 5400
 Barrere v. Bartet, (23 La. Ann. 722) 2138
 Barret v. Falls City Artificial Stone Co., (21 Ky. L. Rep. 669) 3952
 Barret & Co. v. Henderson, (4 Bush, Ky. 255) 4997
 Barrett v. County Court, (44 Mo. 197) 4872
 Barrett v. Falmouth, (109 Ky. 151) 1121
 Barrett v. Godshaw, (5 Ky. L. Rep. 864) 5009
 Barrett v. Hammond, (87 Wis. 654) 5127
 Barrett v. Minersville Borough, (38 Pa. Super. Ct. 76) 3891, 4272, 4282
 Barrett v. Mobile, (129 Ala. 179) 5125, 5179
 Barrett v. New Orleans, (32 La. Ann. 101)..... 1051, 1072, 5297
 Barrett v. Ocean City, (62 N. J. L. 558) 2679
 Barrett v. Savannah, (9 Ga. App. 642) 5765
 Barrington v. Meyer, (103 Ill. App. 124) 4235, 4262
 Barron v. Anniston, (157 Ala. 399) 2308, 2385, 2431
 Barron v. Baltimore, (7 Pet. U. S. 243) 1630
 Barron v. Detroit, (94 Mich. 601) 5424, 5510
 Barron v. Kaufman, (131 Ky. 642) 1158, 1181
 Barron v. Krebs, (41 Kan. 338) 4047
 Barron v. Lexington, (82 Ky. L. Rep. 92) 4568
 Barron v. Memphis, (113 Tenn. 89) 3154
 Barrow v. Davis, (46 Mo. 394)... 5361
 Barrow v. Nashville & C. T. Co., (9 Humph. Tenn. 304)..... 2488
 Barrows v. Sycamore, (150 Ill. 588) 2840, 3039
 Barry v. Edlavitch, (84 Md. 95) 867
 Barry v. Goad, (89 Cal. 215).... 5339
 Barry v. Lowell, (8 Allen, Mass. 127) 5593
 Barry v. New York, (56 N. Y. S. 1049) 4143
 Barry v. St. Louis, (17 Mo. 121) 5486
 Barry v. Smith, (191 Mass. 78) 5103, 5392, 5452
 Barry v. Terkildsen, (72 Cal. 254) 5746
 Barsaloux v. Chicago, (245 Ill. 598) 3617, 3810, 3811
 Bart v. Pierce, (60 Wash. 507) 2247
 Barteau v. West, (23 Wis. 416) 3287
 Bartell v. Bauman, (12 Ill. App. 450) 5223
 Bartels v. Houston, (82 Tex. Civ. App. 389) 4256
 Bartemeyer v. Rohlf, (71 Ia. 582) 4950, 5021
 Barter v. Cleveland, etc. R. Co., (151 Ill. App. 118)..... 1839
 Barter v. Commonwealth, (3 Pa. 253) 1355, 1491, 1549, 1555, 2304, 2789, 2977, 3927
 Barthel v. New Orleans, (26 La. Ann. 340) 2139
 Barthet v. New Orleans, (24 Fed. 563) 1581, 1721, 1904, 1944, 2217

(References are to Pages.)

Barthold v. Philadelphia, (154 Pa. 109)	5512	Bass v. South Park, Com'rs, (171 Ill. 370)	4327, 4476
Bartholomew v. Austin, (85 Fed. 359)	2751, 3420, 3423, 3675	Bass v. State, (34 La. Ann. 494)	1883
Bartholomew v. Bright, (18 Ind. 93)	4863	Bass Foundry & M. Works v. Parke, (115 Ind. 234)	2641
Bartle v. Des Moines, (38 Ia. 414)	4707	Basse v. St. Louis, (213 Mo. 401)	1115
Bartlesville E. L. & P. Co. v. Bartlesville Interurban Ry. Co., (26 Okla. 453)	1482, 3779	Basselin v. Pate, (63 N. Y. S. 653)	5318
Bartlett v. Bangor, (67 Me. 460)	2783, 2785, 3272, 3290	Bassett v. Denn, (17 N. J. L. 432)	1038
Bartlett v. Boston, (182 Mass. 460)	2681	Bassett v. El Paso, (88 Tex. 168)	1635, 4618, 4991
Bartlett v. Clarksburg, (45 W. Va. 393)	5401, 5421, 5452, 5495, 5641	Bassett v. El Paso, (Tex. Civ. App. 1894, 28 S. W. 554)	1745, 5020
Bartlett v. Columbus, (101 Ga. 800)	5416, 5444	Bassett v. Fish, (75 N. Y. 303)	5074
Bartlett v. Crosier, (17 Johns. N. Y. 439)	1174, 1175	Bassett v. Harwich, (180 Mass. 585)	2808
Bartlett v. Harmon, (107 Me. 451)	3239, 3248	Bassett v. New Haven, (76 Conn. 70)	4427
Bartlett v. King, (12 Mass. 545)	1776	Bassett v. Porter, (4 Cush. Mass. 487)	344, 359
Bartlett v. Kinsley, (15 Conn. 327)	1360, 1374	Bassett v. St. Joseph, (53 Mo. 290)	5412, 5590, 5619, 5765, 5766
Bartlett v. Lowell, (201 Mass. 151)	2600, 2602, 2738, 2745	Bassford's Petition, (50 N. Y. 509)	4049
Bartlett v. State, (13 Kan. 99)	1241, 5249	Bassford, <i>In re</i> , (63 Barb. N. Y. 161)	3985
Bartlett v. Tarrytown, (5 N. Y. S. 240)	4237, 4238	Basshor v. St. Paul, (26 Minn. 110)	2609
Barto v. Himrod, (8 N. Y. 483)	960, 1453	Bastan v. Fireman's Fund, (88 Mo. App. 22)	5309
Barto v. San Francisco, (135 Cal. 494)	1725, 5354, 5357	Batchelor v. Sturley, (69 J. P. 398)	1415
Barton, <i>In re</i> , (33 Utah, 50)	648, 649	Batchelor v. United States, (156 U. S. 426)	2328
Barton v. Gadsden, (79 Ala. 495)	1783, 1791	Batcher v. Staples, (120 Minn. 87)	5550
Barton v. Hamilton, (18 Ont. Rep. 199)	1435	Batdorff v. Oregon City, (53 Ore. 402)	5392, 5589
Barton v. Kalloch, (56 Cal. 95)	1054	Bate v. Sheets, (64 Ind. 209)	1660
Barton v. Kansas City, (110 Mo. App. 31)	4038, 4129	Bateman v. Covington, (90 Ky. 390)	507
Barton v. La Grande, (17 Ore. 577)	2343, 2344, 2444	Bateman v. Florida Commercial Co., (26 Fla. 423)	365
Barton v. Odessa, (109 Mo. App. 76)	1583	Bates v. Adamson, (2 Cal. App. 574)	4457, 4458, 4501
Barton v. Pittsburg, (4 Brewst. Pa. 373)	1310, 1342, 1357, 1378, 1484, 1511, 1725	Bates v. Bassett, (60 Vt. 530)	858, 2477, 2479, 2523, 3888, 4951, 4967
Barton & Co. v. Pittsford, (44 Vt. 371)	2744	Bates v. Beloit, (103 Wis. 90)	3277, 3281
Barton v. Syracuse, (36 N. Y. 54)	3064, 5542, 5543, 5589	Bates v. Board of Education, (139 Cal. 145)	985
Barton v. Syracuse, (37 Barb. N. Y. 292)	3037, 3060, 5527, 5549	Bates v. Boston, etc. R. Co., (10 Allen, Mass. 251)	582
Barton v. Walser, (47 Mo. 189)	276, 277	Bates v. District of Columbia, (1 MacArthur [8 D. C.] 433)	1918, 1919
Bartow v. Draper, (5 Duer. N. Y. 130)	2820	Batty v. Duxbury, (24 Vt. 155)	5617
Bartram v. Bridgeport, (55 Conn. 122)	4427	Bates v. Gerber, (82 Cal. 550)	4801
Bartram v. Sharon, (71 Conn. 686)	5594, 5765	Bates v. Gregory, (89 Cal. 387)	312, 709, 1796, 4920, 4927
Bascom v. Albertson, (34 N. Y. 584)	2507	Bates v. Hasting, (145 Mich. 574)	5353
Basnett v. Jacksonville, (19 Fla. 664)	4962	Bates v. Holbrook, (171 N. Y. 460)	2854
Bass v. Chicago, (195 Ill. 109)	4020, 4475	Bates v. Horner, (65 Vt. 471)	1170
Bass v. Columbus, (30 Ga. 845)	539, 4625	Bates v. Houston, (14 Tex. Civ. App. 287)	5401, 5493
Bass v. Ft. Wayne, (121 Ind. 389)	3845, 4306	Bates v. Independent School Dist., (25 Fed. 192)	4915
Bass v. Lawrence, (124 Ga. 75)	2291	Bates v. Mobile, (46 Ala. 158)	1906, 2211
Bass v. Milledgeville, (122 Ga. 177)	2439, 2440	Bates v. Nome, (1 Alaska, 208)	967, 1020
		Bates v. Overseers of Poor, (14 Gray, Mass. 163)	1338
		Bates v. Porter, (74 Cal. 224)	4922, 4923
		Bates v. Rutland, (62 Vt. 178)	5433, 5434

TABLE OF CASES.

5799

(References are to Pages.)

Bates v. St. Louis, (153 Mo. 18)	1093, 1158
Bates v. Titusville, (29 Leg. Int. 227)	4288, 4317
Bates v. Twist, (138 Cal. 52)	3975, 3980, 4052
Bates v. Westborough, (151 Mass. 174)	3064, 5383
Bath v. Amy, (13 Wall, U. S. 244)	4975
Bath v. Blake, (97 Ill. App. 35)	5646
Bath v. Boyd, (23 N. C., 1 Ired. 194)	349, 350, 5173
Bath v. Reed, (78 Me. 276)	1058
Bath Gaslight Co. v. Claffy, (26 N. Y. S. 287)	3477
Bathurst v. Course, (3 La. Ann. 260)	1511
Baton Rouge v. Butler, (118 La. 73)	2119
Baton Rouge v. Cremonini, (36 La. Ann. 247)	1606
Baton Rouge v. Cremonini, (35 La. Ann. 366)	2433, 2450
Batsel v. Blaine, (4 Willson Civ. Cas. Ct. App. § 195) ..	1510, 1910
Batt & Michel v. New Orleans, (26 La. Ann. 754)	2692
Batterman v. New York, (73 N. Y. S. 44)	3846, 4375, 4422, 4423
Batters v. Dunning, (49 Conn. 479)	2010
Battes, <i>Es parte</i> , (40 Tex. Cr. R. 112)	1575, 1984
Battle v. Mobile, (9 Ala. 234) ..	5002
Battle Creek & S. R. Co. v. Tiffany, (99 Mich. 471)	3142, 3148
Batty v. Hastings, (63 Neb. 26)	4344, 4345, 4511, 4518, 4520
Bauch v. Cabool, (165 Mo. App. 486)	4653, 4656, 4671, 4672, 7674, 4739
Baudistel v. Michigan Central R. Co., (113 Mich. 687)	3002, 3004
Bauer v. Indianapolis, (99 Ind. 56)	5611
Baugan v. Mann, (59 Ill. 492) ..	3219
Baugh v. Sheriff, (7 Phila. Pa. 82)	1942
Baugh v. Texas & N. O. R. Co., (80 Tex. 56)	2945
Baugus v. Atlanta, (74 Tex. 629)	5589
Baum v. Whatcom County, (19 Wash. 626)	4205, 4210
Bauman v. Boeckeler, (119 Mo. 189)	2810, 3290
Bauman v. Detroit, (58 Mich. 444)	2982, 4288, 4294
Bauman v. Duluth, (67 Minn. 283)	4667
Bauman v. Ross, (167 U. S. 548)	4342, 4428
Baumann v. Trust Co., (66 Minn. 227)	361
Baumgard v. New Orleans, (9 La. 119)	5386, 5394
Baumgartner v. Hasty, (100 Ind. 575) ..	287, 796, 815, 1476, 1431, 1516
.....	1897, 1926, 2061, 2062, 2077, 2466
Baustian v. Young, (152 Mo. 317) ..	5610
Bautsch v. Galveston, (27 Tex. App. 342)	2312
Baxley v. Holton, (114 Ga. 724) ..	1135
Baxter, <i>In re</i> , (12 R. I. 13)	1870
Baxter v. Cedar Rapids, (103 Ia. 599)	5689, 5729
Baxter v. Ellis, (111 N. C. 124) ..	918
Baxter v. Dickinson, (136 Cal. 185)	4887, 4905
Baxter v. Seattle, (3 Wash. 352)	2062, 2077
Baxter v. Thomas, (4 Okla. 605) ..	1677
Baxter v. Tripp, (12 R. I. 810) ..	3060
Baxter Springs v. Baxter Springs Light & Power Co., (64 Kan. 591)	2568, 2611
Bay v. Bradley, (39 Mich. 163) ..	2931
Bay v. Davidson, (133 Iowa, 688) ..	1108
Bay City Traction & E. Co. v. Bar City, (155 Mich. 393)	3842, 4027, 4057
Bay Rock Co. v. Bell, (133 Cal. 150)	4027
Bay St. Louis v. Hancock County, (80 Miss. 364)	2578
Bayard, <i>In re</i> , (61 How. Pr. N. Y. 294)	1565
Bayard v. Baker, (76 Ia. 220)	1309, 1338, 1340, 1365, 1485, 1520, 1835, 1836, 1845, 2340
Bayard v. Bancroft, (62 Atl. Del. 6)	5368
Bayard v. Hargrove, (45 Ga. 342)	3238
Bayard v. Klinge, (16 Minn. 249)	926, 929
Bayerque v. San Francisco, (Fed. Cas. No. 1, 137)	4766
Bayha v. Taylor, (36 Mo. App. 427)	3060
Bayliss v. North Arlington, (80 N. J. L. 124)	3859
Bayonne v. Ford, (43 N. J. L. 292)	3234
Bayonne v. Herdt, (40 N. J. L. 264)	1558, 2381
Bayonne v. Kingsland, (41 N. J. L. 368)	4631
Bayonne v. Lord, (61 N. J. L. 136)	3447
Bayonne v. Morris, (61 N. J. L. 127)	4372
Bayonne v. North Arlington, (77 N. J. Eq. 166)	2901, 2902, 3406
Bayonne v. North Arlington Borough, (78 N. J. Eq. 288)	3776
Bayonne v. Standard Oil Co. (81 N. J. 717)	3864
Bays v. Trulson, (25 Oreg. 109) ..	4567
Beach v. Chicago, (193 Ill. 369) ..	4070
Beach v. Elmira, (22 Hun, N. Y. 158)	3054, 5194
Beach v. Elmira, (11 N. Y. S. 913)	5549
Beach v. Haynes, (12 Vt. 15)	2485, 2511, 2512
Beach v. Jersey City, (71 N. J. L. 87)	4472
Beach v. Leahy, (11 Kan. 23)	254, 255, 279, 431, 450
Beach v. People, (157 Ill. 659) ..	4053, 4065
Beach v. Sterling Iron, etc. Co., (54 N. J. Eq. 65)	5562
Beadles v. Fry, (15 Okla. 428)	2553, 5188, 5190
Beal v. Bingham, (112 N. Y. S. 465)	5055
Beal v. McVicker, (8 Mo. App. 202)	1140
Beal v. Roanoke, (90 Va. 77)	2528, 2530
Bealafeld v. Verona, (188 Pa. St. 627)	5537
Beale v. Boston, (166 Mass. 53)	4262, 4264
Beale v. Pankey, (107 Va. 215) ..	681
Beall v. Seattle, (28 Wash. 593)	2900, 5633, 5723
Beals v. Amandor County, (35 Cal. 624)	535
Beals v. Brookline, (174 Mass. 1)	4371, 4388

(References are to Pages.)

Beals v. Fidelity & Deposit Co., etc., (78 N. Y. S. 581)	4213	Beaufort v. Ohlandt, (24 S. C. 158)	2354, 2365, 2427
Beam v. Paterson, (47 N. J. L. 15)	3976, 4320	Beaulieu & Allen v. Pleasant Hill, (14 Fed. 222)	4921
Bean v. Barton County Court, (33 Mo. App. 635)	2272, 5294	Beaumont v. Meredith, (3 Ves. & B. 180)	247
Bean v. Clausen, (113 App. Div. N. Y. 129)	1133, 1230	Beaumont v. Russell, (51 Tex. Civ. App. 351)	4423, 4547
Bean v. Haffendorfer, (84 Ky. 685)	4570	Beaumont v. Wilkesbarre, (142 Pa. St. 198) ..	1513, 3990, 4313, 4337
Bean v. Jay, (23 Me. 117) ..	812, 5146	Beaumont Traction Co. v. Brock, (48 Tex. Civ. App. 41) ..	3473, 3517
Bean v. Middlesboro, (22 Ky. L. Rep. 415)	5064, 5444	Beauty Springs Water Co., <i>in re</i> , (118 N. Y. S. 659)	3528, 4997
Bean v. Portland, (109 Me. 467) ..	5709	Beaver v. Davidson, (9 Pa. Super. Ct. 159)	4316
Beaner v. Lucas, (138 Ia. 215) ..	372	Beaver & Butt v. Institution for the Blind, (19 Ohio St. 97) ..	2703, 5289
Bear v. Allentown, (148 Pa. St. 80)	5530	Beaver Creek v. Hastings, (52 Mich. 528)	1268, 1321
Bear v. Brunswick, (124 N. C. 204)	4974, 5299	Beaver Dam v. Frings, (17 Wis. 398)	2469
Bear v. Cedar Rapids, (147 Ia. 341)	781, 787, 2199	Beaver Valley Water Co. v. Conway Borough, (213 Pa. St. 225)	3538
Bearce v. Fossett, (34 Me. 575) ..	922, 1398	Beazan v. Mason City, (58 Ia. 233)	5624
Beard v. Brooklyn, (31 Barb. N. Y. 142)	4191	Beazley v. Kennedy, (52 S. W. Tenn. 791)	2656
Beard v. Decatur, (64 Tex. 7) ..	1009, 1083	Becher v. McCloud, (4 Ohio Cir. Ct. Rep. 305)	4089
Beard v. Hicks, (163 Ala. 329) ..	2954	Bechtel v. Edgewater, (45 Hun, N. Y. 240)	594
Beard v. Hopkinsville, (95 Ky. 239)	4681, 4708, 4711, 4734	Beck v. Carter, (6 Hun, N. Y. 604)	1993
Bearden v. Fullam, (129 N. C. 477)	4631	Beck v. Dowell, (111 Mo. 506) ..	5213
Bearden v. Madison, (73 Ga. 184)	1393, 1409, 1545, 1916	Beck v. Erie Terminal R. Co., (11 Pa. Co. Ct. R. 363)	3605
Beardsley v. Brown, (71 Ill. App. 199)	4201, 4209	Beck v. Hanscom, (29 N. H. 213)	978, 1059, 1319
Beardsley v. Hartford, 50 Conn. 529)	5665, 5703, 5707	Beck v. Holland, (29 Mont. 234)	4402, 4508, 4509, 4511
Beardsley v. Nashville, (64 Ark. 240)	2754	Beck v. Jackson, (43 Mo. 117) ..	5265
Beardsley v. Smith, (16 Conn. 368)	282, 284, 5335	Beck v. Kittanning Water Co., (11 Atl. Pa. 300)	3599
Beardstown v. Clark, (104 Ill. App. 568)	5603	Beck v. St. Paul, (87 Minn. 381)	4690
Beardstown v. Smith, (150 Ill. 169)	5628, 5740	Beck Co. v. Milwaukee, (139 Wis. 340)	1557, 1578, 1894, 1898, 2306
Beardstown v. Virginia, (76 Ill. 34)	1738	Becker v. Baltimore, etc. R. Co. (17 Ind. App. 324) ..	4383, 4447, 4471, 4472, 4480
Beasley v. Beckley, (28 W. Va. 81)	361, 2320, 2438	Becker v. Chicago, (208 Ill. 126) ..	4018
Beaton v. Milwaukee, (97 Wis. 416)	5694	Becker v. Columbus, (18 Ohio Cir. Ct. Rep. 888)	3996
Beaton v. Tarrant, (102 Ill. App. 124)	2048	Becker v. Henderson, (100 Ky. 450)	1380, 4348, 4642
Beatrice v. Brethren Church, (41 Neb. 358)	4417, 4420	Becker v. Keokuk Water Works, (79 Ia. 419)	3598
Beatrice v. Edminson, (117 Fed. 427)	1479, 1510, 4835, 4906, 4912	Becker v. La Crosse, (99 Wis. 414)	2462, 5619
Beatrice v. Leary, (45 Neb. 149) ..	5554, 5573	Becker v. New York, (78 N. Y. S. 1064)	4181
Beattie v. Detroit, (137 Mich. 319)	5601	Becker v. New York, (170 N. Y. 219)	4181
Beatty v. Gilmore, (16 Pa. St. 463)	1986, 5738	Becker v. Philadelphia, (212 Pa. 379)	5744
Beatty v. Gillhauks, (9 Q. B. Div. 308)	2045	Becker v. St. Charles, (37 Mo. 13)	3272, 3275
Beatty v. Kurtz, (2 Pet. U. S. 566)	3206	Becker v. Schulte, (85 Mo. App. 57)	1468, 1849, 2043
Beatty v. St. Joseph, (57 Mo. App. 251)	4225	Becker v. Washington, (94 Mo. 375)	1504, 1812, 4039, 4074, 4076
Beattyville v. Daniel, (15 Ky. L. Rep. 793)	5002	Beckerle v. Danbury, (80 Conn. 124)	3156
Beaudean v. Cape Girardeau, (71 Mo. 392)	5652	Beckett v. Chicago, (218 Ill. 97) ..	4080, 4506
Beaudin v. Bay City, (136 Mich. 333)	1988, 5647	Beckett v. Portland, (53 Ore. 169)	4405
Beaudrias v. Hogan, (23 App. Div. N. Y. 83)	2422	Beckford v. Needham, (199 Mass. 869)	4032
Beaudrot v. Murphy, (53 S. C. 118)	8122	Beckham v. Nacke, (56 Mo. 546) ..	2394
Beaudry v. Valdez, (32 Cal. 269)	1109, 4061, 4129, 4537		

TABLE OF CASES.

5801

(References are to Pages.)

Beckley v. Skroh, (19 Mo. App. 75)	1915	Belcher Sugar Refining Co. v. St. Louis Grain Elevator Co., (101 Mo. 192)	843, 2089, 2513, 2925
Beckrich v. North Tonawanda, (171 N. Y. 292)	2481, 2528	Belcher Sugar Refining Co. v. St. Louis Grain Elevator Co., (82 Mo. 121).....	843, 886, 1964, 2513, 2518, 2521, 2522, 2525, 3179
Beckwith v. New York, (121 App. Div. N. Y. 462)	2707, 4025	Belding v. Rector, (71 Ark. 463)	2113
Bedard v. Simons, (160 Mich. 545)	3323	Belding Bros. v. North Hampton Sewer Com'rs, (177 Mass. 39)	8026, 3057
Bedell, <i>Es parte</i> , (20 Mo. App. 125)	1503, 1511, 1517, 1521, 1563	Belding Land & Imp. Co. v. Belding, (128 Mich. 79).....	2599
Bedford v. Neal, (143 Ind. 425)	5753, 5754	Belfast v. Morrill, (65 Me. 580)	1319
Bedford v. Rice, (58 N. H. 227)	2355	Belfast Nat. Bank v. Stockton, (72 Me. 522)	4624
Bedford v. Sitwell, (110 Va. 296)	5739, 5743	Belfast Water Co. v. Belfast, (92 Me. 52)	3530
Bedford v. Tarbell, (7 Ohio N. P. 411)	2064	Belington & N. R. Co. v. Alston, (54 W. Va. 597).....	3362, 3366, 3777
Bedford v. Willard, (133 Ind. 562)	5165	Belknap v. Board of Canvassers, (94 Mich. 516)	5289
Beebe v. Robinson, (64 Ala. 171)	1066	Belknap v. Louisville, (99 Ky. 474)	926, 4668, 4671, 4925
Beebe v. State, (6 Ind. 501)	552	Belknap v. Louisville, (93 Ky. 444)	587
Beebe v. Sullivan County Sup'rs, (19 N. Y. S. 629)	5318	Belknap v. Miller, (52 Ill. App. 617)	1305, 1336, 1337, 1380
Beebe's Heirs v. Little Rock, (68 Ark. 39) 2514, 2979, 2980, 3009,	3923	Bell, <i>Es parte</i> , (32 Tex. Cr. R. 308)	2112
Beecher v. Detroit, (92 Mich. 268) 4016, 4031, 4382, 4400, 4433,	4535	Bell v. Alexander, (22 Tex. 350) 2491, 2496, 2501,	5102
Beecher v. Newark, (64 N. J. L. 475)	2959	Bell v. Allegheny County, (149 Pa. St. 381)	5335
Beecher v. Newark, (65 N. J. L. 307)	2893	Bell v. Alton, (152 Ill. 170) 4309,	4311
Beecher v. People, (38 Mich. 289)	1981, 1996, 2795, 2890, 2893	Bell v. Burlington, (68 Ia. 296)	3307
Beechwood Ave. Sewer, <i>In re</i> , (179 Pa. St. 490) 4405, 4407,	4529	Bell v. Cincinnati, (80 Ohio St. 1) 5400,	5456
Beechwood Ave., <i>In re</i> , (194 Pa. St. 86)	4042, 4336, 4384	Bell v. Clarion, (113 Ia. 126)...	5756
Beechwood Park Land Co. v. Summit, (78 N. J. L. 182) 1482, 4063,	4077	Bell v. Dole, (11 John, N. Y. 173)	2403
Beekman's Case, (11 Abb. Pr. N. Y. 164) ..	1328, 1329, 1330, 1496, 1761	Bell v. Farmville & P. R. Co., (91 Va. 99)	4870
Beekman, <i>In re</i> , (31 How. Pr. N. Y. 16)	1303	Bell v. Forsyth, (126 Ga. 443) 2386, 2426,	2442
Beekman v. Third Ave. R. Co., (153 N. Y. 144)	3389, 3442, 3447	Bell v. Henderson, (24 Ky. L. Rep. 2434)	5622, 5729, 5737
Beekman v. Third Ave. R. Co., (153 N. Y. 144)	516	Bell v. Josselyn, (3 Gray, Mass. 309)	1165
Beekman St., <i>In re</i> , (20 Johns. N. Y. 269)	3972	Bell v. Kirkland, (102 Minn. 213)	2571, 2583, 2584, 2587, 2625, 2715, 2775
Beeks v. Dickinson County, (131 Ia. 244)	5498	Bell v. McCoy, (136 Mo. 552)...	1791
Beer Co. v. Massachusetts, (97 U. S. 25)	842, 1695, 1767, 1771	Bell v. McKinney, (63 Miss. 187)	1197
Beeres v. Strader, (13 Ohio Dec. 414)	4382	Bell v. Manvers, (2 Up. Can. Com. Pleas, 507)	1459
Beers v. Chicago, (225 Ill. 376)...	4066	Bell v. Newton, (183 Mass. 481)	4425
Beers v. Dalles City, (16 Ore. 334)	822	Bell v. New York, (105 N. Y. 139)	2555
Beesman v. Peoria, (16 Ill. 484)...	1092, 2606, 3028, 4103, 4118, 4189	Bell v. New York, (46 App. Div. N. Y. 578)	943
Beeson v. Chicago, (75 Fed. 880) 3433,	3787	Bell v. New York, (46 App. Div. 195)	706
Beetham v. Lincoln, (16 Me. 137)	5096	Bell v. New York, (53 How. Pr. 334)	5175
Beetz v. Brooklyn, (10 App. Div. N. Y. 382)	2887, 5764	Bell v. New York, (79 N. Y. S. 347)	3894
Begeln v. Anderson, (28 Ind. 79)	585, 1906, 1938	Bell v. New York, (73 N. Y. S. 298)	4493, 4494
Behan v. New Orleans, (34 La. Ann. 128)	1148, 1419	Bell v. Ocala, (62 Fla. 431)....	4670
Belling v. Evansville, (144 Ind. 644)	1572, 1897, 1945, 1948	Bell v. Pike, (53 N. H. 473) 1369,	1373
Beltzell v. District of Columbia, (21 App. Cas. 49)	1675	Bell v. Pike County Court, (61 Mo. App. 173)	5304, 5305
Bekkedahl v. Westby, (140 Wis. 230)	3887, 3932, 4304	Bell v. Plattville, (71 Wis. 139) 782, 2522, 2523, 5339,	5341
Belatti v. Pierce, (8 S. D. 456)	2365	Bell v. Quin, (2 Sandf. N. Y. 146)	1109, 1413, 1469
Belcher v. Farrar, (8 Allen, Mass. 325)	1941	Bell v. Rochester, (11 N. Y. S. 305)	3054, 5198

(References are to Pages.)

- Bell v. Rochester, (58 Hun, N. Y. 602) 1962
 Bell v. Shreveport, (127 La. 691) 2666, 4672
 Bell v. Sullivan, (158 Ind. 199) 1138
 Bell v. Todd, (51 Mich. 21)..... 3237
 Bell v. Wayne, (123 Mich. 386) 5709, 5775
 Bell v. Waynesboro, (195 Pa. St. 299) 4646, 4750, 4872
 Bell v. Yonkers, (28 N. Y. S. 947) 4523
 Bell County Coke & Imp. Co. v. Pineville, (23 Ky. L. Rep. 933) 5009
 Bell's, etc. Co. R. R. v. Pennsylvania, (134 U. S. 232)..... 4331
 Bell's Trustee v. Lexington, (120 Ky. 199) 5036
 Bellaire Goblet Co. v. Findlay, (5 Ohio Cir. Ct. R. 418)..... 2720, 3577
 Bellaire & O. R. Co. v. Bellaire, (7 Ohio Dec. 607) 3140
 Bellar v. Baumont, (Tex. Civ. App. 55 S. W. 410)..... 3310
 Belle v. Glenville, (27 Ohio Cir. Ct. R. 181) 1483, 3491
 Belle Centre v. Welsh, (24 Wkly. Law Bul. Ohio, 176) 1565
 Belle City Mfg. Co. v. Frizzel, (11 Idaho, 1) 1662, 1690
 Bellefield Ave., *In re*, (3 Pa. Super. Ct. 143) 3243
 Bellenot v. Richmond, (108 Va. 814) 2972, 3245, 3310
 Bellevue v. England, (Ky. 118 S. W. 994) 5697, 5739, 5751
 Bellevue v. Hohn, (82 Ky. 1) 2748, 4125
 Belleville v. Citizens' Horse Ry., (152 Ill. 171) 1643, 1746, 3367, 3505, 3508
 Belleville v. Hallowel, (41 Kan. 192) 4094, 4096
 Belleville v. Hoffman, (74 Ill. App. 503) 5388, 5765
 Belleville v. Orange, (70 N. J. Eq., 244) 2572
 Belleville v. Pfingsten, (225 Ill. 293) 1705
 Belleville v. St. Clair Co. Turnpike Co., (234 Ill. 428) 3072, 3075, 3127
 Belleville v. Wells, (74 Kan. 823) 4815
 Bellevue v. Bellevue Imp. Co., (65 Neb. 52)..... 2987, 2989, 3004, 3011
 Bellevue v. Genoway, (14 Ky. L. Rep. 304) 5689
 Bellevue v. Peacock, (89 Ky. 495) 4092
 Bellevue v. Rentz, (K. 153 S. W. 732) 5639
 Bellevue v. Umstead, (38 Pa. Super. Ct. 116) 4497
 Bellevue Improvement Co. v. Bellevue, (39 Neb. 876)..... 4442
 Bellingham v. Cissna, (44 Wash. 397) 1864, 2036
 Bellingham Bay & B. C. R. Co. v. Strand, (14 Wash. 144)..... 3149
 Bellingham Bay Imp. Co. v. New Whatcom, (17 Wash. 496) 4530
 Bellows, *Es parte*, (1 Mo. 115)..... 5241
 Bellows v. Augusta Bank, (2 Mason, U. S. 31)..... 710
 Bellwoods v. Latrobe Steel, etc. Co., (238 Ill. 52) 4049
 Belmar v. Barkalow, (67 N. J. L. 504) 1563, 1611, 2251
 Belo v. Forsythe County Com'rs, (76 N. C. 489) 539, 4874, 4887, 4929, 4937
 Beloit v. Heineman, (128 Wis. 398) 2774
 Beloit v. Morgan, (7 Wall. U. S. 619) 4870
 Belser v. Allman, (134 Cal. 399) 2673
 Belton v. Baylor Female College, (Tex. Civ. App. 33 S. W. 680) 1962
 Belton v. Central Hotel Co., (Tex. Civ. App. 33 S. W. 297) 1962
 Belton v. Sterling, (50 S. W. Tex. 1027) 4189, 4190
 Belton v. Turner, (27 S. W. 831) 5426, 5612
 Beltz v. Pittsburg, (26 Pa. Super. Ct. 66) 315
 Beltz v. Yonkers, (148 N. Y. 67) 5685
 Beltzhoover v. Beltzhoover's Heirs, (173 Pa. St. 213)..... 4422
 Beltzhoover v. Gollings, (101 Pa. St. 293) 5576
 Belvidere v. Crichton, (81 Ill. App. 595) 5723
 Belvin v. Richmond, (85 Va. 574) 5634
 Belyea v. Port Huron, (136 Mich. 504) 5624, 5747, 5753
 Bembe v. Anne Arundel Co., (94 Md. 321) 2958
 Bemis v. Omaha, (81 Neb. 352) 2907
 Bender v. Minden, (124 Ia. 685) 5744, 5746
 Benedict v. Vanderbilt, (25 How. Pr. N. Y. 209) 422
 Beniteau v. Detroit, (41 Mich. 116) 2673, 2674, 4467
 Benham v. Potter, (52 Conn. 248) 3176
 Beniteau v. Detroit, (41 Mich. 116) 2673, 2674, 4467
 Benjamin v. Metropolitan St. Railroad Co., (133 Mo. 274) 1470, 5768
 Benjamin v. New Orleans, (Man. Unrep. Cas. La. 191)..... 5333
 Benjamin v. New York, (77 App. Div. N. Y. 62) 1143
 Benjamin v. Webster, (100 Ind. 15) 845, 981, 2222
 Benjamin v. Wheeler, (8 Gray, Mass. 409) 828
 Benn v. Hatcher, (81 Va. 85) 3210, 3310
 Benner v. Junker, (190 Pa. St. 423) 2357
 Bennett's Case, (12 Abb. Pr. 127) 4511
 Bennett v. Baltimore, (106 Md. 484) 5355
 Bennett v. Birmingham, (31 Pa. St. 15) 1434, 1580, 2225, 2252
 Bennett v. Buffalo, (17 N. Y. 383) 4454
 Bennett v. Eastchester Gaslight Co., (57 N. Y. S. 847)..... 3576
 Bennett v. Emmetsburgh, (138 Ia. 67) 1337, 1363, 2659, 4027, 4343, 4344, 4349, 4385, 4407
 Bennett v. Everett, (191 Mass. 364) 5484, 5639, 5691
 Bennett v. Long Island R. Co., (181 N. Y. 431) 8624
 Bennett v. Marion, (106 Ia. 628) 3090, 3093
 Bennett v. Marion, (119 Ia. 473) 5564
 Bennett Water Co. v. Millvale, (202 Pa. St. 616)..... 3823
 Bennett v. Mt. Vernon, (124 Ind. 537) 2569, 2902, 3666, 4227, 4246, 4249, 5486, 5492

(References are to Pages.)

Bennett v. New Bedford, (110 Mass. 433) 1308, 1332, 1340, 3017, 3019, 4072	Benton v. Trustees of Boston City Hospital, (140 Mass. 13) 205, 5101, 5106, 5497
Bennett v. Ogden, (81 N. Y. S. 56) 5144	Benton Harbor v. St. Joseph, etc. St. Ry. Co., (102 Mich. 386) 3461
Bennett v. People, (30 Ill. 389) 309, 1804, 1876	Benwell v. Newark, (55 N. J. Eq. 260) 4788, 4789, 4790, 4803, 4806
Bennett v. Pulaski, (Tenn. Ch. App. 52 S. W. 913) 1529, 2118, 2120, 2130	Benwood v. Wheeling R. Co., (53 W. Va. 465) 1296, 1298, 1379, 1518, 3428, 3429
Bennett v. St. Joseph, (146 Mich. 382) 5685	Borger v. Columbus, (27 Ohio Cir. Ct. 812) 4387
Bennett v. Seibert, (10 Ind. App. 369) 2534, 3270, 4351, 4376, 4552	Bequette v. Patterson, (104 Cal. 282) 1992
Bennett v. Sing Sing, (14 N. Y. S. 463) 5709, 5756	Berdel v. Chicago, (217 Ill. 429) 4392, 4455, 4469
Bennett v. Tacoma L. & W. Co., (3 Wash. St. 337) 3783	Berends v. Bellevue Water & Fuel Gaslight Co., (119 Ky. 8) 3697, 3698
Bennett v. Whitney, (94 N. Y. 302) 1167, 1171, 1175, 5171	Beresford v. Donaldson, (54 Misc. Rep. N. Y. 138) 1004, 1023, 5137, 5366
Bennett B. Imp. Co.'s Appeal, (65 Pa. St. 242) 271	Berg v. Grace, (1 N. Y. St. Rep. 418) 3953, 4116
Bennington v. Park, (50 Vt. 173) 855, 4852	Bergen v. Clarkson, (6 N. J. L. 352) 1182, 1183, 1322, 1323, 1549
Bennington v. Smith, (29 Vt. 254) 3899	Bergen v. New Orleans, (35 La. Ann. 523) 4634
Bennison v. Galveston, (34 Tex. Civ. App. 382) 679	Bergen v. Powell, (94 N. Y. 591) 1231
Bennison v. Galveston, (18 Tex. Civ. App. 20) 1453, 4552	Bergen v. State, (32 N. J. L. 490) 4088
Benoist v. St. Louis, (19 Mo. 179) 599, 666, 667, 4984, 5021	Bergen v. Van Horne, (32 N. J. L. 490) 3921, 4480
Benoist v. St. Louis, (15 Mo. 668) 4980	Bergen County Sav. Bk. v. Union, (44 N. J. L. 599) 4533
Benoit v. Conway, (10 Allen Mass. 528) 816	Berghaus v. Harrisburg, (122 Pa. St. 289) 4343
Bensinger v. District of Columbia, (17 D. C. 285) 4435, 4480, 4481, 4484, 4532	Berghoffen v. New York, (31 Misc. Rep. N. Y. 205) 2650
Benson v. Carrollton, (96 Ga. 761) 2483	Bergin, <i>In re</i> , (31 Wis. 383) 2369
Benson v. Chicago & Alton R. Co., (78 Mo. 504) 4286	Bergman v. Cleveland, (39 Ohio St. 651) 2119, 2121
Benson v. Hoboken, (32 N. J. L. 280) 1987	Bergman v. St. Louis, etc. R. Co., (88 Mo. 678) 1482, 1487, 1849, 2096
Benson v. New York, (10 Barb. N. Y. 223) 501, 507, 508, 513, 540, 559, 895	Bergman v. St. Paul M. Bldg. Assn., (29 Minn. 275) 720
Benson v. Paris Mountain Water Co., (88 S. C. 351) 3580, 3582	Bergner v. Harrisburg, (1 Pears. Pa. 291) 5358
Benson v. St. Paul M. & N. R. Co., (73 Minn. 431) 3243	Berka v. Woodward, (125 Cal. 119) 1102, 1107, 1315, 2734, 2752, 5271
Benson v. Waukesha, (74 Wis. 81) 3953, 3954	Berkeley Development Co. v. Marx, (10 Cal. App. 410) 4757, 4758
Benson v. Wilmington, (9 Houst. Del. 359) 5570	Berks v. East Pennsylvania R. Co., (1 Woodw. Dec. 376) 5014
Bent v. Priest, (86 Mo. 475) 1103	Berks & Dauphin Turnpike Road v. Lebanon Steam Co., (5 Pa. Co. Ct. R. 354) 569, 573, 3359
Bent v. Underdown, (156 Ind. 516) 720	Berlin v. Gorham, (34 N. H. 266) 295, 352
Bentham v. Hoyle, (3 Q. B. D. 289) 1415	Berlin Iron Bridge Co. v. San Antonio, (50 S. W. 408) 4011, 4023, 4175, 4618, 4817, 4928, 5285
Bentley v. Atlanta, (92 Ga. 623) 3531, 4220, 4243, 4253, 4272, 5634	Berlin Iron Bridge Co. v. Wilkes County, (111 N. C. 317) 2609, 2770
Bentley v. County Com'rs, (25 Minn. 259) 2608	Berliner v. Waterloo, (14 Wis. 378) 4791
Bentley v. Phelps, (27 Barb. N. Y. 524) 1124	Bernard v. Callaway County Court, (28 Mo. 37) 5217
Bentley v. Rothschild Bros. Hat Co., (144 Mo. App. 612) 5743	Bernard v. Hoboken, (27 N. J. L. 412) 1131
Benton v. Hamilton, (110 Ind. 294) 1105, 2735	Bernardin v. North Dufferin Municipality, (19 Can. Sup. Ct. 581) 579
Benton v. Milwaukee, (50 Wis. 368) 5576	Bernards v. Morrison, (133 U. S. 523) 4812, 4873, 4891, 4907, 4937
Benton v. Philadelphia, (198 Pa. 396) 5744	Bernards v. Stebbins, (109 U. S. 341) 580, 581
Benton v. St. Louis, (217 Mo. 687) 3277, 3294, 5607, 5623, 5631, 2799, 4342	Bernert, <i>Ex parte</i> , (62 Cal. 524) 2282
Benton v. State, (168 Ala. 175) 2799, 4342	Bernhard v. Rochester, (112 N. Y. S. 229) 4272
Benton v. Seattle Electric Co., (50 Wash. 156) 3431	Bernstein v. Mt. Vernon, (96 N. Y. S. 458) 4271, 4274

(References are to Pages.)

Bernstein v. New York, (127 N. Y. S. 987)	4146	Bibb County Com'rs v. Harris, (71 Ga. 250)	3078
Berry v. Chicago, (192 Ill. 154)	4308	Bickerdike v. Chicago, (185 Ill. 280)	4406
Berry v. Daly, (50 N. J. L. 356)	4761	Bickerdike v. Chicago, (203 Ill. 636)	4021
Berry v. Des Moines, (115 Ia. 44)	4529	Bickerstaff, <i>In re</i> , (70 Cal. 35)	2276
Berry v. Greenville, (84 S. C. 122)	5602	Bickford v. Hyde Park, (173 Mass. 552)	4261
Berry v. People, (86 Ill. 423) ..	1876	Biddeford v. Yates, (104 Me. 506) ..	2529
Berry v. Tacoma, (12 Wash. 3) ..	2681	Biddeford v. York, (78 Me. 105) ..	4317
Berry-Horn Coal Co. v. Scruggs-McClure Coal Co., (62 Mo. App. 93)	2928	Biddle v. Ash, (2 Ashm. Pa. 211) ..	3254
Berthin v. Crescent City Live Stock, etc. Co., (28 La. Ann. 210)	1947	Biddle v. Riverton, (58 N. J. L. 289)	4854
Bertholf v. O'Reilly, (74 N. Y. 509)	1609	Biddle v. Terrell, (82 Tex. 335) ..	4927
Berube v. Wheeler, (128 Mich. 32)	1717	Biddle v. Willard, (10 Ind. 63) ..	1849
Berwin v. Galveston & H. Inv. Co., (20 Tex. Civ. App. 426) ..	4553	Bidleson v. Whytel, (3 Burr. 1545)	1658
Bessemer v. Bessemer City Water Works Co., (152 Ala. 391) ..	3719	Bidwell v. Pittsburgh, (85 Pa. 412)	4518
Bessemer v. Carroll, (154 Ala. 506)	5612	Bieber v. St. Paul, (87 Minn. 35) ..	5688
Bessemer v. Smith, (155 Ala. 157)	2428	Bleker v. Cullman, (59 So. Ala. 625)	5542
Bessemer v. Southern R. Co. (157 Ala. 428)	4998	Bielling v. Brooklyn, (120 N. Y. 98)	5598
Bessemer v. Tennessee Coal, Iron & R. Co., (131 Ala. 138)	5027	Blencourt v. Parker, (27 Tex. 558)	1048
Besser v. Hawthorne, (3 Ore. 139)	3838	Blenville Water Supply Co. v. Mobile, (112 Ala. 260)	3776
Bessey v. Unity, (65 Me. 342) ..	345	Blenville Water Supply Co. v. Mobile, (95 Fed. 539)	3818
Bessonies v. Indianapolis, (71 Ind. 189)	3888	Bier v. Gorell, (30 W. Va. 95) ..	1126
Best v. Broadhead, (18 Idaho 11)	2050	Bierwith v. Pieronnet, (65 Mo. App. 431)	2931
Bestor v. Powell, (7 Ill. 119) ..	578	Bietry v. New Orleans, (24 La. Ann. 21)	4158
Betcher v. Chicago, etc. R. Co., (110 Minn. 228)	3822	Bietry v. New Orleans, (22 La. Ann. 149)	4158
Bethalto v. Conley, (9 Ill. App. 339)	2434	Big Grove v. Wells, (65 Ill. 263) ..	4675
Betham v. Philadelphia, (196 Pa. 302)	5495	Big Rapids v. Comstock, (65 Mich. 78)	2970
Bethany v. Howard, (149 Mo. 504)	4211	Bigby v. Tyler, (44 Tex. 351) ..	967
Bethel v. Pruett, (215 Ill. 162) ..	3266	Bigelow v. Ballerino, (111 Cal. 559)	2992
Bethlehem City Water Co. v. Bethlehem Borough, (231 Pa. St. 454)	3823	Bigelow v. Ballerino, (41 Pac. Cal. 14)	3010
Bethune v. Hughes, (28 Ga. 560) ..	2143	Bigelow v. Draper, (6 N. D. 152) ..	3161
Betts v. Betts, (4 Abb. N. C. N. Y. 317)	2498	Bigelow v. Hillman, (37 Me. 52) ..	1348
Betts v. Naperville, (214 Ill. 380) ..	4470	Bigelow v. Kalamazoo, (97 Mich. 121)	5700
Betz v. Kansas City Telephone Co., (121 Mo. App. 473) ..	2868	Bigelow v. Los Angeles, (141 Cal. 503)	5179
Beurhans v. Cole, (94 Wis. 617) ..	2490	Bigelow v. Perth Amboy, (25 N. J. L. 297) ..	4624
Beutel v. West Bay Sugar Co., (132 Mich. 587)	4411	Bigelow v. Randolph, (14 Gray, 541)	5508
Beveridge v. Livingston, (54 Cal. 54)	4161	Bigelow v. West Wisconsin Railroad Co., (27 Wis. 478) ..	1732
Beverley v. Barlow, (10 Up. Can. C. P. 178)	573	Biggs v. Huntington, (32 W. Va. 55)	5757
Beverly v. Hattiesburg, (83 Miss. 842)	1230	Bigham v. State, (59 Miss. 529) ..	1186
Bevier v. Watson, (113 Mo. App. 506)	4553	Bigler v. New York, (9 Hun. N. Y. 253)	2768
Bew v. Ventnor City, (81 N. J. L. 207)	4851	Bigler v. New York, (5 Abb. N. C. N. Y. 51) ..	4094
Beyer v. Crandon, (98 Wis. 306) ..	5369	Bigley v. Nunan, (53 Cal. 403) ..	2956
Beyer v. New York, (126 N. Y. S. 455)	5547	Biglow v. Ritter, (131 Ia. 213) ..	2974
Beygeh v. Chicago, (65 Ill. 189) ..	4474	Bilby v. McKenzie, (112 Cal. 143) ..	4687
		Bill v. Denver, (29 Fed. 344) ..	4195
		Bill v. Norwich, (39 Conn. 222) ..	5724
		Bill Posting Sign Co. v. Atlantic City, (71 N. J. L. 72)	1343

TABLE OF CASES.

5805

(References are to Pages.)

Billard v. Erhart, (35 Kan. 611)	2936, 2957	Birmingham v. Durham, (139 Ala. 662)	5563
Billings v. Brown, (106 Mo. App. 240)	2306, 2316	Birmingham v. Gordon, (167 Ala. 334)	5588, 5752
Billings v. Chicago, (167 Ill. 337)	4364, 4506	Birmingham v. Land, (137 Ala. 538)	5563, 5566, 5567
Billings v. Dunnaway, (54 Mo. App. 1)	356, 362, 760, 1840	Birmingham v. Lewis, (92 Ala. 352)	5425, 5611, 5674
Billings v. Monmouth, (72 Me. 174)	4624	Birmingham v. McCrary, (84 Ala. 469)	5492, 5720
Billings v. New York, (68 N. Y. 413)	1143	Birmingham v. O'Hearn, (149 Ala. 307)	2330, 2331, 2351, 2352, 2381
Billings v. Snohomish, (51 Wash. 135)	5687, 5731	Birmingham v. Ridgeway, (164 Ala. 598)	2429, 2450
Billings v. Worcester, (102 Mass. 329)	5694, 5695, 5725	Birmingham v. Rumsey & Co., (63 Ala. 352)	2465, 2467, 2553, 4597
Billington v. Miller, (75 N. J. L. 415)	1988	Birmingham v. Starr, (112 Ala. 98)	5597, 5637
Bills v. Belknap, (36 Ia. 583)	1917, 1995	Birmingham v. Tayloe, (105 Ala. 170)	1839, 1841, 1843, 5690
Bills v. Goshen, (117 Ind. 221)	1391, 1504, 1515, 1581, 2213, 2215, 2222	Birmingham v. Wagenseler, (168 Ala. 344)	4272
Bills v. Salt Lake City, (37 Utah, 507)	5602, 5648, 5743	Birmingham Belt R. Co. v. Lockport, (150 Ala. 610)	3653
Biloxi v. Borries, (78 Miss. 657)	700, 2230	Birmingham Mineral R. Co. v. Bessemer, (98 Ala. 274)	3320
Biloxi City R. Co. v. Maloney, (19 So. Miss. 832)	2943	Birmingham, etc. St. R. Co. v. Birmingham St. R. Co., (79 Ala. 465)	2759, 3480, 3481, 3483, 3519
Bingham v. Broadwell, (73 Neb. 605)	921	Birmingham Traction Co. v. Birmingham Ry. & E. Co., (119 Ala. 137)	3616
Bingham v. Camden, (29 N. J. Eq. 464)	5120	Birmingham Waterworks Co. v. Birmingham, (42 So. Ala. 10)	3697
Binghampton v. Binghampton & Port Dickinson Ry. Co., (61 Hun, N. Y. 479)	3463	Birmingham Water Works Co. v. Kelley, (56 So. 838)	3678, 3780, 3785
Binghampton Opera House Co. v. Binghampton, (156 N. Y. 651)	4315	Birmingham Waterworks Co. v. Truss, (135 Ala. 530)	3698
Binkert v. Jansen, (94 Ill. 283)	4984	Bisbee v. Mansfield, (6 Johns N. Y. 84)	1997
Binniger v. New York, (81 N. Y. S. 226)	3519, 5608	Bisbing v. Asbury Park, (80 N. J. L. 416)	5400, 5511, 5512
Birch v. Charleston Light H. & P. Co., (113 Ill. App. 229)	5619	Bischof v. Merchant's Nat. Bank, (75 Neb. 838)	2871, 2908, 2941, 2958, 2959
Birch v. New York, (190 N. Y. 397)	4288, 5510, 5511	Bischoff v. State, (43 Fla. 67)	2209, 2250
Bird v. Detroit, (148 Mich. 71)	3797, 3803	Bishop v. Banks, (33 Conn. 118)	1919
Bird v. Grout, (94 N. Y. S. 127)	5322	Bishop v. Centralia, (49 Wis. 669)	5626, 5629
Bird v. Johnson, (59 N. J. L. 59)	1064	Bishop v. Cone, (3 N. H. 513)	1380, 1383
Bird v. New York City, (1 How. Pr. N. Y. 139)	4643	Bishop v. Covenant Mut. Life Ins. Co., (85 Mo. App. 302)	361
Bird v. Perkins, (33 Mich. 28)	865	Bishop v. Lambert, (114 Mich. 110)	4615, 4642
Bird v. Smith, (8 Watts. 434)	894	Bishop v. New York, (48 N. Y. S. 141)	5437
Bird v. Thornburgh, (1 B. Mon. 4)	5085	Bishop v. Tripp, (16 R. I. 198)	3891
Birdsall v. Clark, (73 N. Y. 73)	849, 1721, 3909, 3910	Bishop v. Tripp, (15 R. I. 466)	4337, 4371, 4393, 4405
Birdsall v. Phillips, (17 Wend. N. Y. 464)	2437, 5205	Bismarck Water Supply Co. v. Bismarck, (137 N. W. N. D. 34)	4707
Birdseye v. Clyde, (61 Ohio St. 27)	4344, 4464	Bissell, <i>in re</i> , (57 App. Div. N. Y. 61)	2802
Birge v. Centralia, (218 Ill. 503)	3201, 3242, 3257, 3313	Bissell v. Collins, (28 Mich. 277)	2825
Birge v. Gardner, (19 Conn. 507)	1993	Bissell v. Jeffersonville, (24 How. U. S. 287)	4854, 4910
Birkett, <i>in re</i> , (9 L. R. Ch. Div. 576)	2493	Bissell v. Michigan, etc. R. Co., (22 N. Y. 258)	2584
Birkholz v. Dinnie, (6 N. D. 511)	4721	Bissell v. Kankakee, (64 Ill. 249)	4821, 4878
Birmingham v. Alabama, etc. R. Co., (98 Ala. 134)	1744, 2086	Bissell v. New York Cent. R. Co., (26 Barb. N. Y. 630)	3291, 3311
Birmingham v. Birmingham Waterworks Co., (152 Ala. 306)	3698	Bissell v. Spring Valley Tp., (110 U. S. 162)	4805, 4836, 4837
Birmingham v. Crane, (56 So. Ala. 723)	5188, 5527, 5532, 5535, 5638	Bitting v. Commonwealth, (20 W. N. C. Pa. 178)	497
Birmingham v. Darden, (1 Ala. App. 479)	5123, 5179		
Birmingham v. Dover, (3 Brewst. Pa. 69)	5633		

(References are to Pages.)

Bitting v. Maxatawney, Tp., (177 Pa. 213)	5763	Blain v. Balley, (25 Ind. 165) ..	1781
Blittinger v. Bell, (65 Ind. 445) ..	4608	Blain v. Montezuma, (150 Ia. 141) ..	5717
Bitzer v. Dinwiddie, (20 Ky. L. Rep. 298)	1746	Blain v. Riley County Agricultural Soc., (21 Kan. 558)	4821
Bitzer v. Leverton, (9 Kan. App. 76)	1999, 2932	Blaine v. Seattle, (62 Wash. 445)	4662, 4663
Bizzell, <i>Ex parte</i> , (112 Ala. 210) ..	1744, 2320	Blain v. Staab, (10 N. M. 743) ..	3009
Black v. Baltimore, (50 Md. 235)	3150, 3971	Blair v. Atchison, (40 Kan. 353) ..	4450
Black v. Board of Education, (92 N. Y. S. 118)	1148, 1150	Blair v. Carr, (162 Ill. 362)	3199
Black v. Brinkley, (54 Ark. 372)	650, 652	Blair v. Cary, (24 Ohio Cir. Ct. R. 560)	1337, 1378, 4309, 4446
Black v. Campbell, (112 Ind. 112)	4006	Blair v. Charleston, (43 W. Va. 62) ..	4231, 4237, 4242, 4262, 4269, 4284
Black v. Chester, (175 Pa. 101) ..	2722, 2724	Blair v. Chicago, (201 U. S. 400)	3402, 3406, 3470, 3482, 3486, 3487, 3491, 3519
Black v. Cohen, (52 Ga. 621)	539, 4671, 4813, 4870, 4936	Blair v. Ft. Wayne, (98 N. E. Ind. App. 736)	5581
Black v. Columbia, (19 S. C. 412)	5062	Blair v. Forehand, (100 Mass. 136)	1893, 2059, 2271
Black v. Detroit, (119 Mich. 571)	805, 4748, 5346	Blair v. Granger, (24 R. I. 17)	2534, 5511, 5512
Black v. Early, (208 Mo. 281) ..	862, 5244	Blair v. Lantry, (21 Neb. 247) ..	1181, 4615
Black v. Fishburne, (84 S. C. 451)	4841, 4847	Blake v. People, (109 Ill. 504) ..	1010
Black v. O'Hara, (54 Conn. 17)	2548, 2970	Blair v. Waco, (75 Fed. 800) ..	4859
Black v. Pittsburg, (230 Pa. 312)	5336	Blair v. Williams, (4 Litt. Ky. 34)	1636
Black v. Pittsburg, etc. R. Co., (34 Pa. Super. Ct. 416)	3010	Blair v. West Point Precinct, (5 Fed. 265)	346
Black v. Roebuck, (17 Pa. Super. Ct. 324)	3920	Blaisdell v. Briggs, (23 Me. 123) ..	1374
Black v. Ross, (37 Mo. App. 250)	5359	Blaisdell v. Portland, (39 Me. 113)	5614
Black v. Sherwood, (84 Va. 906) ..	2556	Blake v. Brooklyn, (26 Barb. 301)	4292, 4297
Black River Imp. Co. v. Holway, (87 Wis. 584)	3365, 3407	Blake v. Portsmouth, etc. R. Co., (35 N. H. 435)	837
Blackburn v. Oklahoma, (1 Okla. 292)	348, 698, 1116, 1124	Blake v. Lindblom, (225 Ill. 555) ..	1206
Blackburn v. Omaha, (86 Neb. 761)	1516	Blake v. Lowell, (143 Mass. 296) ..	5695
Blackburn v. Walpole, (9 Pick. Mass. 97)	1276	Blake v. McClung, (172 U. S. 239)	1612
Blackburne v. Somers, (5 Ir. L. R. 1)	3046	Blake v. Macon, (53 Ga. 172) ..	4606, 5353
Blacket v. Blizzard, (9 B. & C. 851)	1296, 1299	Blake v. People, (109 Ill. 504) ..	5244
Blackford & Co. v. State, (8 Heisk. Tenn. 538)	2281	Blake v. Pontiac, (49 Ill. App. 543)	4316, 5399, 5453
Blackie v. Hudson, (117 Mass. 181)	4433, 4439	Blake v. St. Louis, (40 Mo. 569)	5491, 5607
Blackman v. Hot Springs, (14 S. D. 497)	4774	Blake v. Scott, (92 Ark. 46)	3923
Blackman v. Lehman, (63 Ala. 547)	4864	Blake v. United States, (103 U. S. 227)	1067
Blackpool Local Board v. Bennett, (4 H. & N. 127) ..	1415, 1745	Blakely v. Bennecke, (59 Mo. 193)	1176
Blackshear v. Strickland, (126 Ga. 492)	1578, 1744	Blakemore v. Dolan, (50 Ind. 194)	1782, 1794
Blackstone v. White, (41 Pa. St. 330)	359	Blakesburg v. Jefferson, (7 Me. 125)	5094
Blackwell v. Coeur D'Alene, (13 Idaho, 357)	4793	Blakeslee v. Geneva, (69 N. Y. S. 1122)	5703
Blackwell, etc. R. Co. v. Bebout, (19 Okla. 63)	3188	Blakey v. Blakey, (27 Mo. 39) ..	956
Blackwell, etc. R. Co. v. Gist, (18 Okla. 516)	2993, 3010	Blakey v. Montgomery, (144 Ala. 481) ..	371, 4655, 4672, 4673, 5181, 5371
Blackwell v. Thayer, (101 Mo. App. 661)	1206, 1235	Blanc v. New Orleans, (1 Mart. O. S. 119)	4951, 4966, 5000
Bladen v. Philadelphia, (60 Pa. St. 464)	2570, 2619	Blanchard v. Abraham, (115 La. 989)	897
Blades v. Detroit Water Com'rs, (122 Mich. 366)	3840	Blanchard v. Ayer, (148 Mass. 174)	4106
Blades v. Falmouth, (124 Ky. 259)	1079	Blanchard v. Barre, (77 Vt. 420) ..	3909, 4030, 4479, 4509
Blades v. Water Com'rs, (122 Mich. 366)	536	Blanchard v. Benton, (109 Ill. App. 569)	1732, 1837, 3808, 4715, 4719, 4799
		Blanchard v. Bissell, (11 Ohio St. 96) ..	600, 615, 628, 663, 1290, 1336, 1393
		Blanchard v. Bristol, (100 Va. 469)	2240, 2266
		Blanchard v. Dow, (32 Me. 557) ..	922
		Blanchard v. Hartwell, (131 Cal. 263)	767
		Blanchard v. Ivers, (40 Fla. 117)	2131, 2139, 2140, 2228

TABLE OF CASES.

5807

(References are to Pages.)

Blanchard v. Kansas, (16 Fed. 444)	4222	Block v. Meridian, (169 Fed. 516)	2767
Blanchard v. Laird, (135 Cal. 214)	4480, 4522	Block v. Worcester, (186 Mass. 526)	5675, 5767
Blanchard v. Lake Shore & M. S. R. Co., (126 Ill. 416)	1821	Blocker v. State, (72 Miss. 720)	3898
Blanchard v. Reyburn, (10 Phila. Pa. 427)	2937	Blocki v. Krueger Bros. & Co., (121 Ill. App. 357)	2075, 2920
Blanchard v. State, (30 Fla. 223)	2267	Blocki v. People, (220 Ill. 444)	3447, 3470
Blanden v. Ft. Dodge, (102 Ia. 441) 1995, 2864, 4220, 4226, 4242,	4256	Blodgett, <i>In re</i> , (91 N. Y. 117)	3955, 3956
Blank v. Kearny, (44 App. Div. N. Y. 592)	2601	Blodgett v. Boston, (8 Allen, Mass. 237)	8116, 5647
Blanke v. Genoa Junction, (140 Wis. 211)	3950	Blodgett v. McVey, (131 Ia. 552)	1873
Blankenburg v. Philadelphia Rapid Transit Co., (238 Pa. St. 338)	3768, 5334	Blodgett v. Syracuse, (36 Barb. N. Y. 526)	5468
Blankenship v. Sherman, (33 Tex. Civ. App. 507)	762, 1085, 5069, 5460	Blodgett v. Worcester Consol. St. Ry. Co., (192 Mass. 106)	3447, 3459
Blanks v. Monroe, (110 La. 944)	4615	Bloede v. Baltimore, (115 Md. 594)	3269
Blanton v. Merry, (116 Ga. 288)	1712, 5339	Blondell v. Consolidated Gas Co., (89 Md. 732)	3656
Blaschko v. Wurster, (156 N. Y. 437)	3484, 3485	Blood v. Bangor, (66 Me. 154) ..	5544
Blashill v. Chambers, (14 Q. B. D. 479)	1743	Blood v. Beal, (100 Me. 30) ..	1308, 4714, 5042, 5357
Blatchley v. Moser, (15 Wend. N. Y. 215)	1873, 1876	Blood v. Manchester Electric Light Co., (68 N. H. 340) ..	2729, 5358
Blatner v. Davis, (32 Cal. 328) ..	4483	Bloom v. Newark, (3 Ohio N. P. 480)	5512
Blauvelt v. Nyack, (9 Hun, N. Y. 153)	685	Bloom v. Richards, (2 Ohio St. 387)	954
Blazier v. Keffer, (79 N. J. L. 252)	2416, 2443	Bloom v. San Francisco, (64 Cal. 503)	5549
Blazier v. Miller, (10 Hun, N.Y. 435)	2155	Bloom v. Xenia, (32 Ohio St. 461)	1308, 1336, 1340, 1341
Blecker v. St. Louis Law Com'r, (30 Mo. 111)	5265	Bloomer v. Bloomer, (128 Wis. 297)	499
Bledsoe v. Gary, (95 Ala. 70) ..	2296	Bloomfield v. Allen, (146 Ky. 34) ..	3243, 3280
Bleecker v. New York, (7 Daly, N. Y. 439)	1154	Bloomfield v. Charter Oak Bank, (121 U. S. 121) ..	150, 214, 284, 1273, 1275, 2554
Blell v. Detroit, St. R. Co., (98 Mich. 228)	5775	Bloomfield v. Glen Ridge, (54 N. J. Eq. 276)	3055
Bleistine v. Chelsea, (204 Mass. 105)	5732	Bloomfield v. Ketcham, (25 Hun, N. Y. 218)	3222
Bleker v. Cullman, (59 So. 625) ..	5446	Bloomfield v. Trimble, (54 Ia. 399)	1444, 1859, 1865, 1872, 2125
Blennerhassett v. Forest City, (117 Ia. 680)	2820, 2974, 3014	Bloomfield Gas Light Co. v. Calkins, (62 N. Y. 386)	3651
Blessing v. Galveston, (42 Tex. 641)	352, 2190, 2223	Blooming Valley, <i>In re</i> , (56 Pa. St. 66)	605, 631
Blessington v. Boston, (153 Mass. 409)	5713, 5716	Bloomington, <i>In re</i> , (Fed. Cas. No. 1,561)	4934
Bliss's Petition, (63 N. H. 135) ..	1679	Bloomington v. Bay, (42 Ill. 503)	2797, 5622
Bliss v. Attleborough, (200 Mass. 227)	2977, 2978	Bloomington v. Brokaw, (77 Ill. 194)	5189, 5572
Bliss v. Ball, (99 Mass. 597)	2864	Bloomington v. Bourland, (137 Ill. 534)	1677
Bliss v. Chicago, (156 Ill. 584) ..	4065, 4472	Bloomington v. Chicago, etc. R. Co., (134 Ill. 451) ..	3889, 4288, 4318, 4377, 4399
Bliss v. Kraus, (16 Ohio St. 54)	1962, 1963	Bloomington v. Costello, (65 Ill. App. 407)	4247, 5560, 5561
Bliss v. Brooklyn, (Fed. Cas. No. 1,544)	5460	Bloomington v. Dunn, (27 Ind. App. 81)	641
Blisset v. Hart, (Willes's Rep. 508)	393	Bloomington v. Illinois Cent. Ry. Co., (154 Ill. 539)	1814
Bliven v. Sioux City, (85 Ia. 346)	2907	Bloomington v. Latham, (142 Ill. 462)	4341, 4392
Blizzard v. Danville, (175 Pa. 479)	3051, 5526, 5560	Bloomington v. Lillard, (39 Ill. App. 616)	4597
Blocher v. Dieco, (30 Ky. L. Rep. 689)	5706, 5716	Bloomington v. Mueller, (71 Ill. App. 268)	5687
Blochman v. Spreckles, (135 Cal. 662)	4118	Bloomington v. Murnin, (36 Ill. App. 647)	5550
Block v. Chicago, (239 Ill. 251) ..	2112		
Block v. Fond du Lac, (141 Wis. 85)	5597		
Block v. Jacksonville, (36 Ill. 301)	1845, 1921, 2272		

(References are to Pages.)

Bloomington v. Perdue, (99 Ill. 329)	4707	Board of Com'rs v. Snuggs, (121 N. C. 394)	874
Bloomington v. Phelps, (149 Ind. 596)	4495	Board of Com'rs v. State, (147 Ind. 476)	360
Bloomington v. Pollock, (14 Ill. 346).....	3962, 3964, 4221, 4235, 4241	Board of Com'rs v. Vandriess, (115 Fed. 866)	708
Bloomington v. Reeves, (177 Ill. 161)	3993	Board of Com'rs of Greer County v. Clarke & Courts, (12 Okla. 197)	695
Bloomington v. Richardson, (38 Ill. App. 60)	2044, 2161, 2392	Board of Com'rs of Public Charities, etc. v. McGurrin, (6 Daly N. Y. 349)	987, 5101
Bloomington v. Smith, (123 Ind. 41)	4921	Board of Com'rs of R. & R. v. Porter Mfg. Co., (103 Ga. 613)	4978
Bloomington v. Wahl, (46 Ill. 489)	2143	Board of Councilmen of Frankfort v. Brislan, (126 Ky. 477)	4567
Bloomington v. Winslow, (71 Ill. App. 340)	4252	Board of Councilmen of Frankfort v. Capital G. & El. L. Co., (29 Ky. L. Rep. 1114)	3674
Bloomington Cemetery Assn. v. People, (139 Ill. 16).....	3918, 4422	Board of Directors v. Houston, (71 Ill. 318)	257
Bloomington & N. Ry. Co. v. Bloomington, (123 Ill. App. 639)	1396, 3558	Board of Directors of Chicago Public Library v. Arnold, (60 Ill. App. 328)	4628
Bloomsburg Land Imp. Co. v. Bloomsburg, (215 Pa. 452)	2470, 3876	Board of Education v. Aberdeen, (56 Miss. 518)	579
Blount v. Janesville, (31 Wis. 648).....	4089, 4353, 4355, 4360	Board of Education v. Berry, (62 W. Va. 433)	349, 359, 363, 685
Blount v. Munroe, (60 Ga. 61) ..	1692	Board of Education v. Board of Education, (30 W. Va. 424) ..	380
Blue v. Beach, (155 Ind. 121) ..	1936	Board of Education v. Board of Education, (41 Ohio St. 680) .	709
Blue Earth County v. St. Paul & S. C. R. R., (28 Minn. 503) ..	270	Board of Education v. Cincinnati, (8 Ohio S. & C. P. Dec. 581) ..	4421
Bluedorn v. Missouri Pac. Ry. Co., (108 Mo. 439).....	1443, 1849, 2087, 2088, 2090, 2091, 2092	Board of Education v. Cliffside Park Board of Education, (68 N. J. L. 415)	4928
Bluedorn v. Missouri Pac. Ry. Co., (121 Mo. 258).....	2097	Board of Education v. Covington, (103 Ky. 634)	5020
Bluefield v. Johnson, (68 W. Va. 303)	1473, 4859	Board of Education v. De Kay, (148 U. S. 591) ..	4803, 4927, 4835, 4851, 4869, 5120
Bluefield v. McClaugherty, (64 W. Va. 536).....	3922, 3923, 4040	Board of Education v. Detroit, (30 Mich. 505)	984, 3329, 5075
Bluefield Waterworks & Imp. Co. v. Bluefield, (69 W. Va. 1) ..	3700, 3703, 3707, 3786	Board of Education v. Detroit, (80 Mich. 548)	5077
Bluff City R. Co. v. Clarke, (95 Miss. 689)	2193	Board of Education v. Fowler, (19 Cal. 11) ..	985, 2480, 2525, 2705, 5077
Bluffton v. Miller, (38 Ind. App. 521)	2660, 2665, 2666, 3909, 4039, 4291, 4445	Board of Education v. Greenville, (132 N. C. 4)	5130
Bluffton v. Silver, (63 Ind. 262) ..	429, 4293, 4295, 4304, 5220	Board of Education v. Holt, (51 W. Va. 435)	5221
Bluffton v. Studebaker, (106 Ind. 129).....	497, 2061, 2465, 2466, 2473	Board of Education v. Holt, (54 W. Va. 167)	5222
Blumb v. Kansas City, (84 Mo. 112).....	5412, 5487, 5488, 5494, 5607	Board of Education v. Hyatt, (152 Cal. 515)	495
Blume v. Bowes, (65 N. J. L. 470)	5030	Board of Education v. Minor, (23 Ohio St. 211)	5079
Blume v. New Orleans, (104 La. 345)	5688	Board of Education v. Moore, (114 Ky. 640)	1149
Blunk v. Dennison Water Co., (71 Ohio St. 250)	3599	Board of Education v. Moore, (17 Minn. 412)	1371
Bluthenthal v. Headland, (132 Ala. 249)	2588, 4177	Board of Education v. Moross, (151 Mich. 625)	3088
Bly v. White Deer Mt. Water Co., (197 Pa. St. 80)	3854	Board of Education v. Neldenberger, (78 Ill. 58)	2555
Blyhl v. Waterville, (57 Minn. 115)	5426	Board of Education v. Public Library, (113 Ky. 234) ...	4978, 5043
Boals v. Bachmann, (201 Ill. 340)	8930	Board of Education v. Purse, (101 Ga. 422)	5086
Board of Com'rs v. Kansas, (19 Okla. 375)	355	Board of Education v. Quick, (99 N. Y. 138)	1194
Board of Com'rs v. Lucas, (93 U. S. 108)	525, 530	Board of Education v. Runnels, (57 Mich. 46)	985
Board of Com'rs v. Mighels, (7 Ohio St. 109)	254	Board of Education v. Sinton, (41 Ohio St. 504)	4921
Board of Com'rs v. Searight Cattle Co., (3 Wyo. 777)	255, 276	Board of Education v. Taft, (7 Ill. App. 571)	4937
Board of Com'rs v. Shields, (62 Mo. 247)	5244	Board of Education v. Thompson, (33 Ohio St. 321)	281
Board of Com'rs, etc. v. Shields, (4 Mo. App. 579)	4216		

TABLE OF CASES.

5809

(References are to Pages.)

Board of Education v. Toledo, (48 Ohio St. 87)	4421	Board of Rapid Transit Railroad Com'rs, <i>In re</i> , (18 N. Y. S. 220)	1861
Board of Education of Topeka v. State, (54 Kan. 6)	662	Board of Rapid Transit Com'rs, <i>In re</i> , (128 N. Y. App. Div. 103)	2014
Board of Education v. United States Fid. & G. Co., (155 Mo. App. 109)	4207	Board of Regents for Normal School Dist. No. 2 v. Painter, (102 Mo. 464)	2205
Board of Education v. Welch, (51 Kan. 792)	5072, 5073	Board of Street Opening and Im- provement, <i>In re</i> , (20 N. Y. S. 563)	4465, 4509
Board of Education v. Winches- ter, (120 Ky. 591)	325, 4571	Board of Street Opening & Imp., <i>In re</i> , (31 Hun, N. Y. 477)	3913
Board of Freeholders v. Buck, (49 N. J. L. 228)	472	Board of Street Opening & Imp., <i>In re</i> , (12 Misc. Rep. 526)	3918
Board of Health, <i>In re</i> , (14 Pa. Co. Ct. 118)	1457	Board of Tp. Com'rs v. Buckley, (82 S. C. 353)	680
Board of Health v. Casey, (3 N. Y. S. 339)	2054	Board of Trade v. People, (31 Ill. 80)	3361
Board of Health v. Church of Gloria Del., (28 Pa. 259)	1931	Board of Trade Tel. Co. v. Bar- nett, (107 Ill. 507)	2262
Board of Health v. Hubert, (1 Phila. 280)	1931	Board of Trustees of House of Reform v. Lexington, (112 Ky. 171)	4603
Board of Health v. Jones, (1 Miles, Pa. 23)	1931	Board of Water Com'rs v. Auditor General, (115 Mich. 546)	2557
Board of Health v. Maginnis Cot- ton Mills, (46 La. Ann. 306) 1963, 3054,	5193	Board of Water Com'rs v. Board of Education, (137 Mich. 245)	2866
Board of Health v. Pennock, (1 Clarke, Pa. 323)	1931	Board of Water Com'rs v. Com'rs of Parks & B'v'ds, (126 Mich. 459)	2619
Board of Health v. Phillipsburg, (N. J. Ch. 1909, 71 Atl. 750) ..	2052	Board of Water Com'rs v. De- troit, (117 Mich. 453)	2543
Board of Health v. Rosenthal, (67 N. J. L. 216)	2421	Board of Water Com'rs v. Dwight, (101 N. Y. 9)	1432, 1434, 1439
Board of Improvement v. Cotter, (71 Ark. 556)	3927	Board of Water Com'rs, etc. v. People, (127 Ill. 669)	314
Board of Improvement v. Earl, (71 Ark. 4)	4054, 4096	Board of Water Com'rs, <i>In re</i> , (76 N. Y. S. 239)	3805, 3824, 3828, 3834, 3839
Board of Improvement v. School Dist., (56 Ark. 254)	4421	Board of Water Supply, <i>In re</i> , (120 N. Y. S. 997)	4277
Board of Imp. Dist. No. 5 v. Of- fenhauser, (84 Ark. 257) 3994, 4000, 4378, 4414,	4429	Board of Water Supply, <i>In re</i> , (109 N. Y. S. 1036)	3069
Board of Levee Inspectors v. Crittenden, (94 Fed. 612) ..	349	Boardman & Perry v. Halliday, 10 Paige, N. Y. 223)	1069
Board of Liquidation v. Louis- ville, etc. R. Co., (109 U. S. 221)	314	Boards Works v. Knight, (El. Bl. & El. 408)	3013
Board of l v. Louisi- ana, (171)	1633	Boas v. New York, (32 N. Y. S. 967)	3956
Board of v. New Orleans, n. 915)	1443, 1456, 4824	Bober v. Chicago, (155 Ill. App. 561)	5608
Board of v. United States, (9)	4826	Bode v. Cincinnati, (9 Ohio Cir. Ct. R. 382)	4060
Board of of City Debt v. La. Ann.	5029	Bodenheim v. Lightfoot, (103 Tex. 629)	4935
Board of Park Com'rs v. Prinz, (127 Ky. 469)	5399, 5444	Bodewig v. Port Huron, (141 Mich. 564)	2754, 5497
Board of Park Com'rs v. Taylor, (132 Ia. 453)	2550	Bodge v. Philadelphia, (107 Pa. 492)	5505
Board of Public Education v. Barlow, (49 Ga. 232)	4962	Bodine v. Trenton, (26 N. J. L. 198)	309, 3909
Board of Public Improvements of New York, <i>In re</i> , (144 N. Y. Rep. N. Y. 509)	1006, 1036	Bodley v. Finley, (111 Ky. 618) 4503,	4567
Board of Public Works v. Hay- den, (13 Colo. App. 26)	4141	Bodman v. American Track So- ciety, (9 Allen, Mass. 447)	571
Board of Public Works v. Pinch, (152 Mich. 517)	4541	Boehm v. Baltimore, (61 Md. 259)	301, 963, 1912, 1954, 1957, 1958, 1961, 1890, 1897, 2242, 2260
Board of Public Works, etc. v. Selvage Construction Co., (25 Ky. L. Rep. 2098)	4131	Boehm v. Bethlehem, (4 Pa. Super. Ct. 385)	3064
Board of Public Works of Wa- tertown, <i>In re</i> , (144 N. Y. 449) ..	2906	Boehme v. Monroe, (106 Mich. 401)	1335, 1449, 1508, 1512, 1514, 4074, 4396, 4428, 4805, 4869
Board of Rapid Transit Railroad Com'rs, <i>In re</i> , (39 N. Y. S. 750) ..	4728	Boender v. Harvey, (251 Ill. 228) 5601, 5603, 5719,	5737
Board of Rapid Transit Com'rs, <i>In re</i> , (112 N. Y. S. 619)	2079	Boenninghausen, <i>Es parte</i> , (31 Mo. 301)	1876, 2444, 2446
Board of Rapid Transit R. Com'rs, <i>In re</i> , (197 N. Y. 31) 3102, 3110, 3626, 3627, 5396, ..	5523	Boerner v. McKillip, (52 Kan. 508)	2212, 2245

(References are to Pages.)

Boerth v. Detroit City Gas Co., (152 Mich. 654)	3595, 3699, 3720, 3722, 3724
Bogard v. O'Brien, (14 Ky. L. Rep. 648)	4055, 4094, 4150
Bogart v. Lamotte, (79 Mich. 294)	4587, 4867, 4868, 4934
Bogart v. New Albany, (1 Ind. 38)	2317, 2329, 2427
Bogart v. Seymour Tp., (10 Ont. 322)	1118
Bogert v. Board of Education, (44 Misc. Rep. N. Y. 10)	1129
Bogert v. Indianapolis, (18 Ind. 134)	1938
Bogert v. New York, (7 Cow. N. Y. 158)	4322, 5643
Bogert v. Jackson Circuit Judge, (118 Mich. 457)	4294
Boggero v. Southern R. Co., (64 S. C. 104)	2087, 2090
Boggs v. Sinking Fund Commis- sioners, (10 N. J. Law. J. 219)	1090
Bogue v. Bennett, (156 Ind. 478)	2966
Boguechitto v. Lewis, (75 Miss. 741)	4949
Bohan v. Avoca, (154 Pa. 404)	3048, 5578
Bohan v. Weekawken Tp., (65 N. J. L. 490)	1455
Bohannon v. Stamford, (80 Conn. 107)	3147, 4677
Bohannon v. Wrought Iron Range Co., (111 Ga. 860)	2145
Bohen, <i>Ex parte</i> , (115 Cal. 372) ..	1940
Bohen v. Waseca, (32 Minn. 176)	2006, 5611, 5668, 5669
Bohl v. Del Rapids, (15 S. D. 619)	5704, 5717, 5754
Bohle's Adm'r v. Stannard, (7 Mo. App. 51)	828
Bohlman v. Green Bay, etc. R. Co., (40 Wis. 157)	1479, 1704, 1738, 3943, 4097, 4098
Bohm v. Metropolitan El. R. Co., (129 N. Y. 576)	1038
Bohmy v. State, (21 Tex. Crim. App. 597)	2853, 3637
Boice v. Plainfield, (38 N. J. L. 95)	1422
Boise City v. Boise City Arte- sian Hot & Cold Water Co., (186 Fed. 705) 3480, 3484, 3498,	3979, 3984, 4091
Boise City v. Hon, (14 Idaho 272)	3556
	3260, 3272
Boise City v. Randall, (8 Idaho 119)	1089, 2953
Boise City v. Union Bank & Trust Co., (7 Idaho. 342)	4922
Boise City Artesian Hot & Cold Water Co. v. Boise City, (123 Fed. 232)	3498, 3499, 3665
Boise City National Bank v. Boise City, (15 Idaho. 792) ..	4587
Boland, <i>Ex parte</i> , (11 Tex. App. 159)	2312
Boland v. Washtenaw Hom. T. Co., (161 Mich. 315)	2368
Bolen Coal Co. v. Ryan, (48 Mo. App. 512)	4413
Bolen-Darnell Coal Co. v. Rog- ers, (99 Ark. 254)	5746
Boles v. Kelley, (90 Ark. 29) ..	4054
Bolger v. Detroit, (153 Mich. 540)	1211, 1247, 1248
Bolger v. Foss, (65 Cal. 250) ..	2815
Boliver v. Boliver Water Co., (70 N. Y. S. 750)	3394, 3570
Bolles v. Brimfield, (120 U. S. 759)	539, 1540, 1541, 4871
Bollig, <i>Ex parte</i> , (31 Ill. 88)	1555
Bolling v. Petersburg, (8 Leigh, Va. 224)	2512
Bolster v. Ithaca St. Ry. Co., (79 App. Div. N. Y. 239)	2784
Bolte v. New Orleans, (10 La. Ann. 321)	1548, 2303
Bolton v. Cleveland, (85 Ohio St. 319)	356, 3977
Bolton v. Gilleran, (105 Cal. 244)	2660, 4032, 4034, 4063, 4525
Bolton v. New Rochelle, (32 N. Y. S. 442)	3053, 5448
Bolton v. San Antonio, (21 S. W. 64)	5352
Bolton v. Vellines, (94 Va. 393)	1167, 1198, 1544, 2050
Bond, <i>In re</i> , (12 Cal. App. 255) ..	2118
Bond v. Boyston, (130 Ga. 646)	5440, 5444, 5445
Bond v. Hiestand, (20 La. Ann. 139)	309
Bond v. Kenosha, (17 Wis. 284)	4837, 4945
Bond v. Madisonville, (2 Ohio Cir. Ct. R. 449)	4622
Bond v. Newark, (19 N. J. Eq. 376)	4152, 5192, 5193, 5195
Bond v. Smith, (44 Hun, N. Y. 219)	1991
Bond Debt Cases, (12 S. C. 200)	926
Bonds of Madera Irrigation Dist., <i>In re</i> , (92 Cal. 296)	267, 478, 4833, 4458
Bonebrake v. Wall, (11 Ohio Dec. 38)	4342
Bonesteel v. New York, (20 How. Pr. 237)	4156
Bonesteel v. New York, (22 N. Y. 162)	2768, 4129, 4138
Bonham v. Board of Education, (Fed. Cas. No. 1, 629)	4937
Bonham v. Needles, (103 U. S. 648)	4907
Bonham v. Taylor, (81 Tex. 59)	4584, 4924
Bonine v. Richmond, (75 Mo. 437)	5719
Bonnell v. Smith, (53 Ia. 281)	1914
Bonner v. State, (7 Ga. 473) ..	1025
Bonner v. McPhail, (31 Barb. N. Y. 106)	2298
Bonnet v. San Francisco, (65 Cal. 230)	3929
Bonneville v. Alpena, (158 Mich. 279)	5631, 5635
Bonsall v. Lebanon, (19 Ohio, 418)	4337
Bonte v. Taylor, (24 Ohio, 628)	4550
Boody v. Watson, (64 N. H. 162)	4954
Booe v. Kenner, (105 Ky. 517)	5289
Booker v. Young, (12 Gratt. Va. 303)	1299, 1300, 1313
Bookman v. New York, (133 App. Div. N. Y. 242)	1146
Boom v. Utica, (2 Barb. N. Y. 104)	1936, 2657, 2735
Boon v. Jackson, (98 Ga. 490) ..	572
Boon v. Utica, (5 Misc. Rep. N. Y. 391)	2657
Boone v. Armstrong, (23 Neb. 764)	5141
Boone v. Clark, (129 Ill. 466) ..	3225
Boone v. Corlew, (3 Mo. 12) ..	5217
Boone v. Gleason, (5 Ky. L. Rep. 169)	4454
Boone v. Nevin, (13 Ky. L. Rep. 681)	4413
Boonton v. Boonton Water Co., (69 N. J. Eq. 23)	3677
Boonville v. Braxton, (101 S. W. Mo. App. 1123)	4020

TABLE OF CASES.

5811

(References are to Pages.)

Boonville v. Ormrod, (26 Mo. 193)	3982	Bostick v. State, (47 Ark. 126)	2189
Boonville v. Rogers, (125 Mo. App. 142)	4020	Bostock v. Sams, (95 Md. 400) 2015, 2022, 2062, 5294,	5295
Boonville v. Stephens, (95 S. W. Mo. 314)	4015, 4021, 4129	Boston v. Abraham, (91 App. Div. N. Y. 417)	1815
Boonville v. Trigg, (46 Mo. 288)	1760	Boston v. Baldwin, (139 Mass. 315)	2301
Booraem v. N. H. C. R. Co., (44 N. J. Eq. 70)	818	Boston v. Boston, etc. R. Co., (170 Mass. 95)	4379, 4396, 4399
Boorman v. Santa Barbara, (65 Cal. 313)	4050	Boston v. Brazer, (11 Mass. 447)	812, 5152
Boos v. Scudder, (163 Mich. 678)	2118	Boston v. Brookline, (156 Mass. 172)	3135
Booth v. Bayonne, (56 N. J. L. 268)	1341, 1500, 1501, 2701	Boston v. Gray, (144 Mass. 53)	1754
Booth v. Carthage, (67 Ill. 102)	1783, 1794	Boston v. Lecraw, (17 How. U. S. 426)	885, 3243
Booth v. County Court, (18 Colo. 561)	1034	Boston v. Richardson, (13 Allen, Mass. 146)	3039, 3368
Booth v. Howell, (53 J. P. 678)	1593	Boston v. Schaffer, (9 Pick. Mass. 415)	2190, 2198, 2199, 2200, 2228, 2270,
Booth v. McGuinness, (78 N. J. L. 346) 380, 404, 443, 491, 492, 551,	553	Boston v. Shaw, (1 Metc. 130) 1574, 1580, 1583, 4458,	4540
Booth v. Pittsburg, (154 Pa. St. 482)	4197	Boston v. Talbot, (206 Mass. 82)	3167
Booth v. State, (4 Conn. 65) ..	2067	Boston & A. R. Co.'s Petition, (58 N. Y. 574)	3143
Booth v. Shreveport, (29 La. Ann. 581)	2611	Boston & A. R. Co. v. Boston, (140 Mass. 87)	3929
Booth v. Weiss, (15 Phila. 159)	4709	Boston & A. R. Co. v. Cambridge, (166 Mass. 224)	3134
Booth v. Woodbury, (32 Conn. 118)	445, 806, 807, 855	Boston & A. R. Co. v. Greenbush, (52 N. Y. 510)	3141
Boothbay v. Race, (68 Me. 351)	5027	Boston Asylum, etc. v. Boston Street Com'rs, (180 Mass. 485)	4419
Boothe v. Fulton, (85 Mo. App. 16)	206, 5517	Boston Asylum, etc. v. Charles, (180 Mass. 485)	4420
Boothe v. Georgetown, (Fed. Cas. No. 1651)	2318, 2420	Boston Beer Co. v. Massachusetts, (97 U. S. 25)	1885, 1888
Boott Cotton Mills v. Lowell, (159 Mass. 388)	5033	Boston Belting Co. v. Boston, (149 Mass. 44)	4271, 5384, 5432, 5540, 5576
Boots v. Washburn, (79 N. Y. 207)	4011, 4111	Boston & Colo. Smelting Co. v. Elder, (20 Colo. App. 96) 305, 663, 5021,	5039
Borchard v. Ventura County, (144 Cal. 10)	333, 337	Boston Electric Light Co. v. Boston Terminal Co., (184 Mass. 566)	3496
Bordages v. Higgins, (1 Tex. App. 43)	4423, 4451, 4454	Boston Electric Light Co. v. Cambridge, (163 Mass. 64) 4124, 4126,	4184
Bordentown v. Anderson, (81 N. J. 434)	3862	Boston & M. R. Co. v. Lawrence, (2 Allen, Mass. 107)	3940
Border v. Sedalia, (161 Mo. App. 633)	5750	Boston & M. R. Co. v. Lowell & L. R. Co., (124 Mass. 368)	3140
Boren & Guckes v. Darke Co., (21 Ohio St. 311)	2666, 2703, 2707, 5239	Boston, etc. R. Co. v. Salem, etc. R. Co., (2 Gray, Mass. 1)	4303
Borghart v. Cedar Rapids, (126 Ia. 313)	4271	Boston & R. Mill Dam Corp. v. Newman, (12 Pick. Mass. 467) 3116,	3118
Borgman v. Detroit, (102 Mich. 261)	3939	Boston Rolling Mills v. Cambridge, (117 Mass. 396)	5563
Bork v. Buffalo, (127 N. Y. 64)	4617	Boston Safe Deposit & Tr. Co. v. Salem Water Co., (94 Fed. 238)	830, 1716, 3599
Bork v. United N. J. R. R. & Co., (70 N. J. L. 268)	3608, 3788	Boston Seamen's Friend Soc'y v. Boston, (116 Mass. 181) 4417,	4419
Born v. Spokane, (27 Wash. 719)	5130, 5131, 5725	Boston Turnpike Co. v. Pomfret, (20 Conn. 590)	1379, 1380, 1382
Born v. Williams, (81 Ga. 796)	5223	Boston Water Power Co. v. Boston, (194 Mass. 571)	4345
Borough, Appeal of, (3 Lanc. L. Rev. 141)	637	Boston Water Power Co. v. Boston, (143 Mass. 546)	3948, 4643
Borough v. Stevenson, (2 Del. Co. R. Pa. 399)	2063	Boston Water Power Co. v. Boston, etc. Corp., (16 Pick. Mass. 512)	4303
Borough Construction Co. v. New York, (200 N. Y. 149)	4141, 4174	Boswell v. Wakley, (149 Ind. 64)	5588, 5754
Borroughs v. Cherokee, (134 Ia. 429)	3283, 3301	Bosworth v. Danzien, (25 Cal. 296)	591
Borthwick & City of Ottawa, In re, (9 Ont. 114)	1732	Bosworth v. New Orleans, (26 La. Ann. 494)	1116
Borton v. Camden, (65 N. J. L. 511)	4533		
Borup, In re, (132 N. Y. 222) ..	4223		
Bosard v. Grand Forks, (13 N. D. 587)	1154, 1399, 2624		
Boscawen v. Canterbury, (23 N. H. 188)	595		
Boscobel v. Bugbee, (41 Wis. 59)	2310		
Boseker v. Wabash, (88 Ind. 267)	2688		
Bosley & Bro. v. Bosley, (85 Mo. 424)	577		
Bossidy v. Branniff, (135 Mass. 290)	2295		

(References are to Pages.)

Bosworth v. Norman, (14 R. I. 521)	5381	Bowditch v. Superintendent of Streets, etc., (168 Mass. 239) 2638, 4502, 4532	
Bosworth v. Providence, (17 R. I. 58)	4319	Bowen, <i>Ex parte</i> , (34 Tex. Cr. Rep. 107)	2803, 4957
Bosworth v. Swansea, (10 Met. Mass. 368)	1855	Bowen v. Chicago, (61 Ill. 268)	4528
Bothwell v. Consumers' Co., (13 Idaho 568)	3584	Bowen v. Huntington, (35 W. Va. 682)	5634
Bothwell v. Denver Union Stockyards Co., (39 Colo. 221) 3011, 3347		Bowen v. Lease, (5 Hill. N. Y. 221)	1776, 1781
Bott v. Pratt, (33 Minn. 323) 1410, 1430, 1452, 1465, 1467		Bowen v. Minneapolis, (47 Minn. 115)	532
Botto's Ex'rs v. Louisville, (117 Ky. 798)	5026	Bowen v. Newell, (16 R. I. 238)	5014
Boucher v. Moberly, (74 Mo. 113)	1417	Bowen v. West, (10 Colo. App. 322)	4986
Boucher v. New Haven, (40 Conn. 456)	5634, 5706	Bower v. Bainbridge, (116 Ga. 794)	5029
Boughner v. Clarksburg, (15 W. Va. 394)	3208, 3308	Bower v. Bank of the State, (5 Ark. 234)	569
Bouknight v. Davis, (33 S. C. 410)	4870	Bowers v. Barrett, (85 Me. 382) 2832, 3911	
Boulder v. Fowler, (11 Colo. 396)	5542	Bowers v. Coulston, (11 Phila. Pa. 182)	2065
Boulder v. Niles, (9 Colo. 415)	5588	Bowers v. Indianapolis, (169 Ind. 105)	1481
Bouldin v. Baltimore, (15 Md. 18)	3989, 4527	Bowers v. Smith, (111 Mo. 45)	921
Boulton v. Kolkemeyer, (97 Mo. App. 530)	4158	Bowers v. State, (70 Ohio St. 423)	4583
Bound v. Wisconsin Cent. R. Co., (45 Wis. 543)	4829, 5352	Bowers v. Suffolk Mfg. Co., (4 Cush. Mass. 332)	3289
Bourbon v. Block, (99 U. S. 686)	4874	Bowers v. Supplee, (11 Phila. Pa. 223)	2069
Bourdeaux v. Coquard, (47 Ill. App. 254)	4812	Bowers v. Supplee, (3 W. N. C. Pa. 22)	1929
Bourgeois, <i>Ex parte</i> , (60 Miss. 668)	1866	Bower v. Watontown, (11 Pa. Co. Ct. Rep. 110)	1929
Bourgeois v. Board of Health, etc., (77 N. J. L. 162) ..	2291, 2421	Bowers v. Wright, (4 W. N. C. Pa. 460)	2075
Bourgeois v. Ocean City, (70 N. J. L. 622)	4046	Bowes v. Aberdeen, (58 Wash. 535)	1885, 1890, 4337
Bourget v. Cambridge, (159 Mass. 388)	5632, 5768	Bowes v. Boston, (155 Mass. 344)	5681
Bourke v. Sanitary Dist., (92 Ill. App. 333)	1148, 1120	Bowie v. Kansas City, (51 Mo. 454)	3551, 1814, 5589
Bourke & Higgins v. Olcott Water Co., (84 Vt. 121)	3655, 3783	Bowlby v. Dover, (68 N. J. L. 97)	1212, 1252
Bourne v. Whitman, (209 Mass. 155)	5648	Bowler, <i>Ex parte</i> , (16 Mo. App. 14)	2444, 2446
Bourne v. Boston, (2 Gray. Mass. 494)	5033	Bowles v. Biddinger Free Turnpike Co., (6 Ohio Dec. 871) ..	4378
Bousquet v. State, (78 Miss. 478) 920, 1292, 1310		Bowles v. Neely, (28 Okla. 556) 5326, 5366	
Boussneur v. Detroit, (153 Mich. 585)	4311	Bowley v. Mangrum & Otter, (3 Cal. App. 229)	5761
Boustead v. Penn. District, (1 Phila. Pa. 180)	4764	Bowley v. Walker, (8 Allen, Mass. 21)	2979
Bouton v. Brooklyn, (15 Barb. N. Y. 375)	5364, 5365	Bowlin v. Furman, (28 Mo. 427) 2511, 2512, 2530	
Bouton v. McDonough, (84 Ill. 384)	1102	Bowling Green v. Carson, (10 Bush. Ky. 64)	2141
Boutte v. Bryant, (10 La. Ann. 659)	4602	Bowling Green v. Cincinnati, etc. R. Co., (10 Ohio Cir. Ct. R. 63)	1708
Bouvier v. Philadelphia, (24 Leg. Ind. Pa. 340)	3925	Bowling Green v. Duncan, (122 Ky. 244)	5124
Bow v. Allentown, (34 N. H. 351)	349, 350, 359	Bowling Green v. Gaines, (123 Ky. 562)	840
Bowden v. Derby, (97 Me. 536) 1171, 1173		Bowling Green v. Rogers, (142 Ky. 558)	5453, 5456
Bowden v. Jacksonville, (52 Fla. 216)	4218, 4279	Bowlsby v. Speer, (31 N. J. L. 351)	5570
Bowden v. Kansas City, (69 Kan. 587)	5071, 5413, 5457	Bowman's Case, (67 Mo. 146) ..	2450
Bowden v. Rockland, (96 Me. 129)	5434, 5435	Bowman v. Colfax, (17 Wash. 344)	4547, 4549
Bowditch v. Boston, (Fed. Cas. No. 1718)	1892	Bowman v. New Orleans, (27 La. Ann. 501)	5568
Bowditch v. Boston, (101 U. S. 16)	5461, 5464	Bowman v. Ogden City, (33 Utah, 196) ..	5583, 5744, 5748, 5750, 5751
Bowditch v. Gourley, (24 Pa. Super. Ct. 342)	4208, 4212	Bowman v. Omaha, (59 Neb. 84) ..	5708
Bowditch v. New Haven, (40 Conn. 503)	4580		

TABLE OF CASES.

5813

(References are to Pages.)

Bowman v. People, (127 Ill. 426)	4544, 4545	Bosant v. Campbell, (9 Bob. La. 411)	1804, 1759
Bowman v. St. John, (42 Ill. 237)	1562	Bozarth v. McGillicuddy, (19 Ind. App. 26)	2621, 2667, 2930, 2977, 4552
Bowman v. Stewart, (165 Pa. St. 294)	4170	Bozeman v. Cadwell, (14 Mont. 480)	1606, 2327
Bowman v. Waverly, (128 N. W. La. 250)	2111	Braats v. Fargo, (19 N. D. 523)	5709, 5764
Bowman v. Meehan, (45 N. J. L. 182)	1044	Brabham v. Woonkey, (18 T. L. R. 99)	1742
Bowser v. Philadelphia, (41 Pa. Super. Ct. 515)	2052, 2053, 2059	Brabon v. Seattle, (29 Wash. 6)	5616, 5765
Bowyer v. Camden, (50 N. J. L. 27)	209, 4552	Brace v. Gloversville, (167 N. Y. 452)	4140
Bourbon Stock Yard Co. v. Woolley, (25 Ky. L. Rep. 477)	2945	Brace v. New York Cent. R. Co., (27 N. Y. 269)	2784
Bouton v. McDonough County, (24 Ill. 234)	2555	Braceville v. Doherty, (20 Ill. App. 645)	1581, 1605, 1826
Boyce, <i>Is re</i> , (27 Nev. 299)	2173	Braceville Coal Co. v. People, (147 Ill. 66)	1979, 2177
Boyce v. Peterson, (84 Mich. 496)	5022, 5029	Bracken v. William and Mary College, (3 Call. 572)	252
Boyce v. St. Louis, (29 Barb. N. Y. 659)	2507	Bracken v. William and Mary College, (1 Call. 161)	252
Boyce v. Tuhey, (163 Ill. 2022, 21)	4270	Brackenridge v. Fitchburg, (146 Mass. 160)	5754
Boyd, <i>Es parte</i> , (105 U. S. 1)	5191	Brackett v. Boston, (157 Mass. 177)	2400
Boyd v. Alabama, (94 U. S. 1)	2029	Brackett v. People, (115 Ill. 29)	4492
Boyd v. Chambers, (149)	279, 421, 2290	Bradbury v. Lawiston, (95 Me. 216)	5725
Boyd v. Chicago, B. & Co., (103 Ill. App. 199)	1227	Braddock v. Allegheny County Tel. Co., (25 Pa. Super. Ct. 544)	2559
Boyd v. Derry, (63 N. E. 468)	5527	Braddy v. Milledgeville, (74 Ga. 516)	1869, 2167, 2222
Boyd v. Farm Ridge, (1992)	1992	Bradford v. Anniston, (22 Ala. 249)	5610
Boyd v. Frankfort, (117 Ky. 199)	1710, 1912, 2071, 2442	Bradford v. Cameron, (145 Fed. 21)	4827, 4919
Boyd v. Kennedy, (28 N. J. L. 146)	4266	Bradford v. Eastbourne, (1896, 1 Q. B. 205)	2020
Boyd v. Milwaukee, (82 Wis. 456)	4012, 4031, 4035	Bradford v. Fox, (171 Pa. St. 242)	4060, 4110
Boyd v. Montgomery, (117 Ala. 677)	1248	Bradford v. Glasgow, (142 Ky. 401)	4799, 5251
Boyd v. Murphy, (127 Ind. 174)	2702	Bradford v. Jellico, (1 Tenn. Ch. App. 700)	1202
Boyd v. Selma, (26 Ala. 144)	4995, 5000	Bradford v. Jones, (142 Ky. 220)	1810, 1826, 1978, 2222, 2223, 2226
Boyd v. State, (143 U. S. 125)	5251	Bradford v. New York & Pa. Tel. & T. Co. (206 Pa. St. 522)	2222, 2565, 2569
Boyd v. Wilkesburg, (183 Pa. St. 128)	4280	Bradford v. Pontiac, (165 Ill. 812)	4075, 4210, 4402, 4474
Boyden v. Brattleboro, (65 Vt. 504)	4229	Bradford v. San Francisco, (112 Cal. 527)	4685, 4702, 5247, 5261, 5262, 5264
Boyden v. Brookline, (8 Vt. 224)	1114	Bradford v. Territory (1 Okla. 305)	5224
Boyden v. United States, (12 Wall. U. S. 17)	1180	Bradford v. Westbrook, (29 Tex. Civ. App. 422)	4867, 4927, 5176, 5270
Boyden v. Walkley, (112 Mich. 609)	2901, 2026, 2027, 2029	Bradhurst v. New York, (52 N. Y. Super. Ct. 51)	4267
Boye v. Albert Lea, (74 Minn. 230)	5225, 5429, 5471, 5577	Bradish v. Lucken, (22 Minn. 186)	707
Boyer's Petition, (15 Pa. Co. Ct. 521)	5226	Bradley, <i>Is re</i> , (125 N. Y. S. 142)	4269
Boyer v. Creston, (113 N. W. Iowa 474)	1015, 1016	Bradley v. Andrews, (51 Vt. 539)	5442
Boyer v. Little Falls, (5 App. Div. N. Y. 1)	2222	Bradley v. Baldwin, (5 Conn. 228)	2214
Boyer v. Reading, (151 Pa. St. 185)	4252	Bradley v. Centerville, (129 Ia. 599)	2014
Boyer v. State, (16 Ind. 451)	2225, 2207	Bradley v. Crane, (201 N. Y. 14)	2219, 2220
Boyer v. Yates City, (47 Ill. App. 115)	1241	Bradley v. Eau Claire, (56 Wis. 162)	5024, 5127
Boyertown Water Co. v. Boyertown, (200 Pa. St. 294)	2222	Bradley v. Fisher, (12 Wall. U. S. 225)	1227
Boylan v. Board of Pol. Com'rs, (58 N. J. L. 122)	1072, 1076, 1227	Bradley v. Hammon, (22 N. J. L. 420)	4627, 5126
Boylan & City of Toronto, <i>Is re</i> , (16 Ont. Rep. 18)	1425	Bradley v. Laconia, (66 N. H. 269)	5022
Boyle v. Grant, (58 Hun. 611)	2702		
Boyle v. Hazleton, (171 Pa. 167)	2442, 5025		
Boyle v. Newbern, (64 N. C. 664)	1112		
Boylston Market Assn. v. Boston, (112 Mass. 522)	212, 4426, 5124		
Boynton v. People, (155 Ill. 66)	4472, 4472, 4567		

(References are to Pages.)

Bradley v. McAtee, (7 Bush, Ky. 667)	4341, 4945
Bradley v. People, (56 Barb. N. Y. 72)	2085
Bradley v. Richmond, (6 Vt. 121)	5223
Bradley v. Rochester, (54 Hun, N. Y. 140)	2216, 2225
Bradley v. Southern New England Ele. Co., (66 Conn. 559) ..	3643
Bradley v. Spickardsville, (90 Mo. App. 416) .. 358, 592, 1369,	5179
Bradley v. Van Wyck, (65 App. Div. N. Y. 293)	2670, 2696, 4024
Bradley v. West Duluth, (45 Minn. 4)	3983
Bradley & Gilbert v. Jacques, (83 Ky. L. Rep. 618)	1107, 2718
Bradley-Ramsey Lumber Co. v. Perkins, (109 La. 317)	1453
Bradner v. Warwick, (86 N. Y. S. 935)	5675
Bradshaw v. Camden, (39 N. J. L. 416)	1075, 1254, 1410
Bradshaw v. High Point, (151 N. C. 517)	4652, 4824
Bradshaw v. Omaha, (1 Neb. 16) .. 619, 632, 653,	4998
Bradstreet v. Dunham, (65 Ia. 248)	3204
Bradt v. Albany, (5 Hun, N. Y. 591)	5551
Bradwell v. Illinois, (16 Wall. U. S. 130)	989
Brady, <i>In re</i> , (85 N. Y. 268) ..	4360, 4508
Brady v. Atlantic City, (53 N. J. Eq. 440)	3136, 3971
Brady v. Bayonne, (57 N. J. L. 379)	3674, 4590
Brady v. Brooklyn, (1 Barb. N. Y. 584) 580, 812, 1371, 2572, 5152,	5155
Brady v. Burke, (90 Cal. 1) ..	4568
Brady v. Fall River, (121 Mass. 262)	4238
Brady v. Lowell, (3 Cush. Mass. 121)	5610
Brady v. Moulton, (61 Minn. 185)	451, 722
Brady v. New York, (20 N. Y. 312)	2634, 2675, 4126
Brady v. New York, (112 N. Y. 480)	2637, 3938, 4290
Brady v. New York, (132 N. Y. 415)	4144, 4170
Brady v. New York, (134 N. Y. S. 305)	5490
Brady v. New York, (2 Sandf. N. Y. 460)	287
Brady v. New York, (7 Abb. Pr. N. Y. 234)	2632, 2704
Brady v. Northwestern, Ins. Co., (11 Mich. 425)	2061, 2069, 3098
Brady v. Randleman, (74 S. E. N. C. 811)	5717
Brady v. Shinkle, (40 Ia. 576) ..	2995
Brady v. State, (59 Ohio St. 546) ..	319
Brady & Kerby v. St. Joseph, (84 Mo. App. 399) .. 4176, 4443,	5301
Bragg v. Metropolitan St. Ry. Co., (192 Mo. 331)	1820
Bragg v. Rutland, (70 Vt. 606) ..	5488
Brahan v. Meridian Home Tel. Co., (97 Miss. 326) .. 2862, 2865, 2868, 2869,	3420
Brainard v. Kings, (155 N. Y. 538)	4200
Braintree v. Battles, (6 Vt. 395) ..	359
Braintree Water Supply Co. v. Braintree, (146 Mass. 482) .. 3829, 3839	
Braisted v. People, (38 Colo. 54) .. 2334, 2423	
Brake v. Kansas City, (100 Mo. App. 611)	5720
Brakken v. Minneapolis & St. L. Ry. Co., (29 Minn. 41) .. 2945, 2996, 3282, 3283	
Braman v. Elyria, (26 Ohio Cir. Ct. Rep. 731)	4025
Bramhall v. Bayonne, (35 N. J. L. 476)	4429
Bramlage v. Wood, (11 Ky. L. Rep. 486)	4174
Bramlett v. Greenville, (88 S. C. 110)	4233, 4264, 4268
Bramlett v. Laurens, (58 S. C. 60)	4224
Bramtree Board of Health v. Boyton, (52 L. T. N. S. 99) ..	1942
Branahan v. Cincinnati Hotel Co., (39 Ohio St. 333) .. 1612, 2915,	2960
Branch v. Com'rs of Sinking Fund, (80 Va. 427)	4865
Branch v. Gerlach, (94 Ark. 378) .. 3030, 3058	
Branch v. Police Jury, (26 La. Ann. 150)	4105, 4108, 4115
Brand v. San Antonio, (Tex. Civ. App. 1896, 37 S. W. 340) 1393,	2625
Brandon v. Avery, (22 N. Y. 469) ..	2298
Brandt v. Milwaukee, (69 Wis. 386)	3896
Braney v. Millbury, (167 Mass. 16)	4179
Branham v. Long, (78 Va. 352) .. 1036, 1037,	1054
Branham v. San Jose, (24 Cal. 585)	2520, 2531
Brannock v. Elmore, 114 Mo. 55)	1462
Brannon v. White Lake Tp., (17 S. D. 83)	4773
Branson v. Phila., (47 Pa. St. 329)	2789, 2832
Brant Corporation, <i>In re</i> , (19 Up. Can. Q. B. 450)	812
Brantman v. Canby, (119 Minn. 396)	5513, 5514, 5518, 1519
Bras v. McConnell, (114 Ia. 401) ..	4950
Brash v. St. Louis, (61 Mo. 433) ..	4285
Brashear v. Madison, (142 Ind. 685)	4722, 5371
Brasington v. South Bound Ry. Co., (62 S. C. 325) .. 1813, 1820, 1823,	1850
Brass v. Rathbone, (40 N. Y. S. 466)	3658, 3663
Brass v. Rathbone, (153 N. Y. 435)	3576, 3577
Brattleboro Sav. Bank v. Hardy Tp., (98 Fed. 524)	4375
Braud v. Conaldsville, (28 La. Ann. 558)	4799
Brauer v. Baltimore R. & H. Co., (99 Md. 367) .. 2885, 2923, 2939,	2961
Brauer v. Portland, (35 Or. 471) ..	1139
Braun, <i>In re</i> , (141 Cal. 204) 2191,	4960
Braun v. Chicago, (110 Ill. 186) .. 2190, 2194, 2221, 2228,	4946
Brauns v. Green Bay, (78 Wis. 81)	1154, 5128
Braunstein v. Louisville, (146 Ky. 777)	5453, 5456, 5673
Bravin v. Tombstone, (4 Ariz. 83)	1220
Bray v. Florence, (62 S. C. 57) ..	4831
Bray v. Philadelphia, (11 W. N. C. Pa. 202)	3781
Bray v. State, (140 Ala. 172) ..	2361
Bray v. Wallingford, (20 Conn. 416)	5225
Brayton v. Fall River, (113 Mass. 218)	3045, 5562, 5563

TABLE OF CASES.

5815

(References are to Pages.)

Brazell v. Seattle, (55 Wash. 180) 2983, 2994, 3003, 3005, 3006	Brethold v. Wilmette, (168 Ill. 162) 4428, 4502, 4510
Brazle v. Fayette County, (25 W. Va. 213) 5223	Breuer v. Gibson, (29 Ohio Cir. Ct. R. 266) 4519
Brazier v. Philadelphia, (215 Pa. St. 297) 1865	Brevoort v. Detroit, (24 Mich. 322) 2634, 4090, 4109
Brazil v. Kress, (55 Ind. 14) 346, 353	Brewer v. Bowling Green, (7 Ohio Cir. Ct. R. 489) 4523
Brazil v. McBride, (69 Ind. 244) 1121, 1140, 1148, 1396, 1811	Brewer v. Bridges, (164 Ind. 858) 5021
Brearton, <i>In re</i> , (44 Misc. Rep. N. Y. 247) 1298, 1300, 1310, 1311	Brewer v. Elizabeth, (66 N. J. L. 547) 4429, 4431, 4515
Breath v. Galveston, (92 Tex. 454) 2632	Brewer v. New Gloucester, (14 Mass. 216) 285
Breaux's Bridge v. Dupuis, (30 La Ann. 1105) 1474, 1475, 1498, 1500, 1521, 1827	Brewer v. Otoe County, (1 Neb. 373) 1654
Breckenridge County v. Hardinsburg, (118 S. W. Ky. 298) 2615, 2617	Brewer v. Pine Bluff, (80 Ark. 489) 3229, 3269, 3275, 3290, 3292
Breckman v. Covington, (143 Ky. 444) 5426	Brewer Brick Co. v. Brewer, (62 Me. 62) 4948
Breed v. Alleghany, (85 Pa. St. 214) 4365	Brewis v. Duluth, (9 Fed. 747) 708, 709
Breen v. Field, (157 Mass. 277) 1171	Brewster v. Davenport, (51 Ia. 427) 1361, 1367, 3911, 3938, 3940, 3944, 3947, 4289, 4349
Breen v. McCallin, (6 Pa. Co. Ct. R. 658) 5357	Brewster v. Hyde, (7 N. H. 206) 1272, 1275
Breesman v. Peoria, (16 Ill. 484) 970	Brewster v. Pine Bluff, (70 Ark. 28) 2204, 2206
Bregguglia v. Vineland, (53 N. J. L. 168) 1554, 2172	Brewster v. Syracuse, (19 N. Y. 116) 535, 536, 1484, 3990
Brehm v. New York, (104 N. Y. 186) 5165	Brewton v. Spira, (106 Ala. 229) 4887, 4902
Breitenberger v. Schmidt, (38 Ill. App. 168) 2371	Briar v. Jobs Creek Drainage Dist. Com'rs, (185 Ill. 257) 3018
Bremen v. Bristol, (66 Me. 354) 590, 593	Brice's Appeal, (89 Pa. St. 85) 2067, 2068
Bremer v. Manhattan R. Co., (191 N. Y. 338) 3626, 3653	Brick Pres. Church v. New York, (5 Cow. N. Y. 538) 1768, 1806, 1938, 2580, 2765
Brenan v. People, (176 Ill. 620) 279, 404, 5075, 5084	Brickill v. New York, (7 Fed. 479) 5069, 5460
Brenchweh v. Drake, (31 Ohio St. 652) 4550	Brickles v. Milwaukee L. & H. & T. Co., (134 Wis. 358) 3630
Brenham v. Brenham Water Co., (67 Tex. 542) 782, 2581, 2726, 2750, 3416, 3417, 3423, 3668, 3820, 3824	Brickwell v. Hamel, (57 Wis. 490) 3906
Brenham v. German-American Bank (144 U. S. 173) 4579, 4813, 4815, 4817, 4840, 4934	Bridewell v. Cockerell, (122 Mo. App. 196) 4036, 4076, 4160
Breninger v. Belvidere, (44 N. J. L. 350) 1421, 1571, 2116	Bridge v. Cage, (2 Cro. 103) 865
Brenke v. Belle Plaine, (105 Minn. 84) 602, 615, 616, 633	Bridge Proprietors v. Hoboken Co., (1 Wall. U. S. 116) 1645
Brenn v. Troy, (60 Barb. N. Y. 417) 4943	Bridgford v. Tuscumbia, (16 Fed. 910) 1378
Brennan, <i>In re</i> , (19 Abb. Pr. N. Y. 376) 4774	Bridgeport v. Giddings, (43 Conn. 304) 4351
Brennan v. Albany, (128 N. Y. S. 334) 5128, 5187	Bridgeport v. Housatonic R. Co., (15 Conn. 475) 539, 790, 826, 1539, 4625, 4870
Brennan v. Albany, (121 N. Y. S. 895) 5439	Bridgeport v. New York & N. H. R. Co., (36 Conn. 255) 3140, 3361, 4327, 4328, 4385, 4395, 4398
Brennan v. Buffalo, (162 N. Y. 491) 4458, 4466, 4526	Bridges v. Wyckoff, (67 N. Y. 130) 3313
Brennan v. New York, (22 N. Y. S. 304) 5757	Bridgeton v. Bridgeton & M. Traction Co., (62 N. J. L. 592) 3773
Brennan v. New York, (103 N. Y. S. 266) 5702	Bridgeton v. Pierce, (74 N. J. L. 220) 2334, 2440, 2442
Brennan v. New York, (114 N. Y. S. 578) 5661, 5701, 5703, 5729	Briegel v. Philadelphia, (135 Pa. 451) 5503, 5543
Brennan v. St. Louis, (92 Mo. 482) 5663, 5765	Briel v. Buffalo, (35 N. Y. S. 359) 5729
Brennan v. Streator, (256 Ill. 289) 1668, 1669, 1673, 468) 5601, 5658, 5761	Briel v. Natchez, (48 Miss. 423) 3309, 3339
Brennan v. Titusville, (153 U. S. 380) 309, 345, 363, 581, 681, 5245, 5246	Brieswick v. Brunswick, (51 Ga. 639) 371, 1483, 1554
Brennan v. Weatherford, (53 Tex. 330) 309, 345, 363, 581, 681, 5245, 5246	Brigantine v. Holland Trust Co., (47 Atl. N. J. 438) 2901, 2934
Brennan v. Sewerage & Water Board, (108 La. 569) 1724, 3021, 4288	Briggs, <i>In re</i> , (29 N. H. 547) 5030
Breslin v. Earley, (36 Pa. Super. Ct. 49) 4779	Briggs v. A Light Boat, (7 Allen, Mass. 287) 2156
	Briggs v. Lahey, (101 N. Y. App. Div. 136) 826, 984

(References are to Pages.)

Briggs v. Matsell, (2 Abb. Pr. N. Y. 156)	1353	Brittain v. Newland, (2 Dev. & Bat. N. C. 363)	573
Briggs v. New York, (2 Daly, N. Y. 304)	2569, 2601	Britton v. Board of Elec. Com'rs, (129 Cal. 337)	560
Briggs v. Phelps, (70 Fed. 29)	4877	Britton v. Cummington, (107 Mass. 347)	5644
Briggs v. Lewiston, etc. Co., (79 Me. 363)	3612, 3616	Britton v. Green Bay & Ft. H. Waterworks Co., (81 Wis. 48)	3599
Briggs v. Russellville, (99 Ky. 515)	5009	Britton v. New York, (21 How. Pr. N. Y. 251)	2580
Briggs v. Whitney, (159 Mass. 97)	4350, 4376	Britton v. Platte, (Fed. Cas. No. 1,907)	4989
Brigham v. Hickman, (136 Mo. App. 216)	2711, 4158	Britton v. St. Louis, (120 Mo. 437)	5607
Brigham City v. Rich, (84 Utah 130)	3167	Britton v. Steber, (62 Mo. 370 406, 408, 934,	5207
Bright v. Hewes, (18 La. Ann. 666)	2596	Brizzolara v. Ft. Smith, (87 Ark. 85)	3921
Bright v. J. Bacon & Sons, (131 Ky. 848)	867	Broad, <i>In re</i> , (36 Wash. 449) ..	2183
Bright v. McCullough, (27 Ind. 223)	2220	Broad v. Paris, (66 Tex. 119) ..	1188
Brightman v. Bristol, (65 Me. 426)	5468	Broad v. Spokane, (59 Wash. 268)	4158
Brighton v. Holland Trust Co., (37 Atl. N. J. 438)	2891	Broad St., <i>In re</i> , (9 Kulp. Pa. 37) ..	4372
Brighton v. Miles, (153 Ala. 673) ..	2425, 2428	Broad St., <i>In re</i> , (165 Pa. St. 475) ..	4420
Brighton Road, <i>In re</i> , (213 Pa. 521)	4132	Broadbelt v. Loew, (15 App. Div. N. Y. 343)	2842, 2881, 2890, 2908
Brightwell v. Kansas City, (153 Mo. App. 519)	5413, 5459	Broadbuss v. Essex County, (99 Va. 370)	5293
Brill v. Miller, (125 N. Y. S. 865)	5319, 5322, 5324	Broadfoot v. Fayetteville, (124 N. C. 478) ..	678, 693, 712, 713, 4650
Brimmer v. Boston, (102 Mass. 19)	813, 8128, 4305, 5154	Broadfoot v. Fayetteville, (121 N. C. 418)	2057
Brinck v. Collier, (56 Mo. 160) ..	8291	Broadnax v. Baker, (94 N. C. 675)	893, 894
Brinck v. New York, (16 Hun, N. Y. 340)	1226	Broadway, <i>In re</i> , (63 Barb. N. Y. 572)	1302, 4056
Brinckerhoff v. Board of Education, (37 How. Pr. N. Y. 409) ..	256	Broadway, <i>In re</i> , (61 Barb. 483) ..	4472
Brinckerhoff v. Board of Education, (6 Abb. Pr. N. S. 428) ..	2553, 2555	Broadway Baptist Church v. Mc-Atee, (8 Bush, Ky. 508) ..	1495, 3974, 4355, 4360, 4378, 4379
Bringgold v. Spokane, (27 Wash. 202)	411, 1217, 1235, 1239	Broadway, etc. R. Co. v. New York, (49 Hun, N. Y. 126) ..	1745, 2102
Brink v. Dunmore, (174 Pa. 395) ..	5386	Broadwell v. Kansas City, (75 Mo. 213)	4220, 5492
Brink v. Grand Rapids, (144 Mich. 472)	5516, 5521, 5681	Broburg v. Des Moines, (63 Ia. 523)	5694, 5731
Brink's Chicago City Exp. Co. v. Kinnare, (168 Ill. 643)	1467	Brokaw v. Gibson, (73 Ind. 543) ..	4965
Brinkley v. Swicegood, (65 N. C. 626)	1788	Brock v. Dore, (166 Mass. 161) ..	3932
Brinkman v. Eisler, (16 N. Y. S. 154)	2006, 2904	Brock Dist. v. Bowen, (7 Up. Can. Q. B. 471)	570
Brinkmeyer v. Evansville, (29 Ind. 137)	530, 5062, 5399, 5414, 5456	Brockenbrough v. Water Com'rs, (134 N. C. 1)	505, 2551, 4725
Brinkworth v. Grable, (45 Neb. 647)	4805, 4934	Brockman v. Creston, (79 Ia. 587)	1713, 2525, 5333, 5343, 5367
Brinley v. Perth Amboy, (29 N. J. L. 259)	3976, 3979	Brockport v. Green, (79 N. Y. S. 416)	4875
Brisbine v. St. Paul, etc. Co., (23 Minn. 114)	3322	Brockport v. Johnston, (13 Abb. N. C. N. Y. 468)	1929
Briscoe v. Henderson L. & P. Co., (148 N. C. 396)	2793	Brockport-Holley Water Co. v. Brockport, (203 N. Y. 399) ..	3683
Briscoe v. Montgomery, (93 Ga. 602)	955	Brockway v. Carter, (25 Wis. 510)	2297
Bristol v. Bristol & Warren Waterworks, (23 R. I. 274) ..	3804, 3835, 3839	Brockway v. Innes, (39 Mich. 47)	954, 955
Bristol v. Bristol & Warren Waterworks Co., (19 R. I. 413) ..	3828, 3832	Brockway v. Oswego, (40 Fed. 612)	5189, 5297
Bristol v. Burrow, (5 Lea, Tenn. 128)	2307, 2320	Brockway v. Roseburg, (46 Ore. 77)	4732
Bristol v. Dixon, (8 Helsk, Tenn. 864)	4985	Brodline v. Revere, (182 Mass. 598)	2545, 3936
Bristol v. New Chester, (3 N. H. 524)	699, 700	Brode v. Philadelphia, (230 Pa. 434)	2615, 3675, 3874
Bristol v. Whitton, (Duke Ch. Uses, p. 377)	5103	Broderick v. St. Paul, (90 Minn. 443)	2611
Bristol Door & Lumber Co. v. Bristol, (97 Va. 304)	5192	Brodhead v. Milwaukee, (19 Wis. 624)	807, 808, 4667, 5361
		Brodie & Town of Bowmanville, <i>In re</i> , (38 Up. Can. Q. B. 580) ..	1425
		Brodnax v. Groom, (64 N. C. 244) ..	5360

TABLE OF CASES.

5817

(References are to Pages.)

Brody v. Penn, (32 Mich. 272)...	5204	Brooklyn Central Ry. Co. v.	
Broffee v. Grand Rapids, (127 Mich. 89)	5580	Brooklyn City Ry. Co., (32 Barb. N. Y. 358)	
Brokaw v. Terre Haute, (97 Ind. 451)	3150	1768, 3494, 3508,	3525
Broker v. New Albany, (12 Ind. 417)	4185	Brooklyn City, etc. R. Co. v.	
Broking v. Van Valen, (56 N. J. L. 85)	264	Coney Island & B. R. Co., (35 Barb. N. Y. 364).....	2937
Brome v. Cuming, (31 Neb. 362)	2593	Brooklyn Crosstown R. Co. v.	
Bromley v. Bodkin, (25 Ky. L. Rep. 1245)	5623	Brooklyn, (37 Hun. N. Y. 413)	2088
Brondage v. Warner, (2 Hill. N. Y. 145)	867	Brooklyn Elevated R. R. Co., <i>In re</i> , (125 N. Y. 434).....	3508
Bronnenberg v. Coburn, (110 Ind. 169)	1157	Brooklyn Park Comrs. v.	
Bronson v. Albion Tel. Co., (67 Neb. 111)	3644	Armstrong, (45 N. Y. 234)	206, 506, 540, 2513, 2514, 2515, 2518, 3175, 3176,
Bronson v. Kinzie, (1 How U. S. 311)	1660	Brooklyn, etc. R. Co., <i>In re</i> , (185 N. Y. 171)	3177
Bronson v. Oberlin, (41 Ohio St. 476)	499	Brooklyn, etc. W. Ry. Co., <i>In re</i> , (72 N. Y. 245).....	3506
Bronxville v. Seymour, (106 N. Y. S. 334)	4661	Brooklyn Steam Transit Co. v.	
Brook v. Horton, (68 Cal. 554)	2979	Brooklyn, (78 N. Y. 524).....	2087
Brookbank v. Jeffersonville, (41 Ind. 406)	2631	Brooklyn Street, <i>In re</i> , (118 Pa. St. 640)	3230
Brooke v. Philadelphia, (162 Pa. St. 123)	4746	Brooklyn Trust Co. v. Hebron, (51 Conn. 22)	1275
Brooke v. State, (86 Ark. 364)...	2125	Brooklyn Union Gas Co. v. New York, (188 N. Y. 334).....	3690
Brookes v. Oakland, (160 Cal. 423)	4793	Brooks v. Atlanta, (1 Ga. App. 678)	2880, 2885
Brookfield v. Kitchen, (163 Mo. 546)	2254	Brooks v. Baltimore, (48 Md. 265)	4827, 4407
Brookfield v. Pabst, (235 Ill. 355)	3887	Brooks v. Brooklyn, (146 Ia. 186).....	781, 2479, 4592, 4596,
Brookfield v. Tooley, (141 Mo. 619).....	5178	Brooks v. Chicago, (168 Ill. 60)	4414
Brookings v. Natwick, (22 S. D. 322)	4536	Brooks v. Cotton, (48 N. H. 50)	2178
Brookline v. Mackintosh, (133 Mass. 215)	5199	Brooks v. Curtis, (50 N. Y. 639)	868
Brooklyn, <i>In re</i> , (143 N. Y. 596)	3423	Brooks v. Fischer, (79 Cal. 173)	301, 303, 355, 366, 765,
Brooklyn, <i>In re</i> , (73 N. Y. 179)	3974	Brooks v. Hyde, (37 Cal. 366)...	462
Brooklyn v. Aetna Life Ins. Co., (99 U. S. 362)	4933	Brooks v. Mangan, (86 Mich. 576)	1197, 2222,
Brooklyn v. Breslin, (57 N. Y. 591)	2216	Brooks v. Maysville, (152 S. W. 788)	5539
Brooklyn v. Cleves, (Hill & Denio, Supp. N. Y. 231)	2339	Brooks v. Memphis, (Fed. Cas. No. 1,954)	1661, 4989
Brooklyn v. Fulton Municipal Gas Co., (7 Abb. N. C. N. Y. 19)	3477	Brooks v. New Durham, (55 N. H. 559)	5156
Brooklyn v. Furey, (9 Misc. Rep. N. Y. 193)	2076	Brooks v. Petersham, (16 Gray, Mass. 181)	5738
Brooklyn v. Meserole, (26 Wend. N. Y. 132).....	5364	Brooks v. Polk County, (52 Ia. 460)	619, 5008
Brooklyn v. Nassau Electric R. Co., (44 App. Div. N. Y. 365)	1967	Brooks v. Riding, (46 Ind. 15)	2974
Brooklyn v. Nassau Electric R. Co., (46 N. Y. S. 651).....	3467	Brooks v. San Luis Obispo, (109 Cal. 50)	4628
Brooklyn v. New York, (25 Hun. N. Y. 612)	5167	Brooks v. Satterlee, (49 Cal. 289)	2672
Brooklyn v. New York Ferry Co., (23 Hun. N. Y. 277).....	2832	Brooks v. Schultz, (178 Mo. 222)	4950
Brooklyn v. Nodine, (26 Hun. N. Y. 512)	2198	Brooks v. Schwerin, (54 N. Y. 343)	1854, 2967
Brooklyn v. Patchen, (8 Wend. N. Y. 47)	4054	Brooks v. Topeka, (34 Kan. 277)	3200, 3201, 3219,
Brooklyn v. Toynbee, (31 Barb. N. Y. 232)	1866	Brooks & Taylor v. Tripp, (135 N. C. 159)	1691
		Brookville v. Arthurs, (130 Pa. St. 501)	1469
		Brookville v. Gagle, (73 Ind. 117)	2293, 2305, 2329,
		Broomal v. Chester, (2 Del. Co. R. Pa. 251)	1932
		Broome v. N. Y. & N. J. Tel. Co., (42 N. J. Eq. 141)	3643
		Brophy v. Hyatt, (10 Colo. 223)	978, 1019, 1290, 1337, 1339,
		1353, 1360, 1366, 2049, 2053,	2056
		Brophy v. Landman, (28 Ohio St. 542)	4058
		Brophy v. Marble, (118 Mass. 548)	1157
		Brophy v. Schindler, (126 Mich. 341)	1717

(References are to Pages.)

Broschart v. Tuttel, (59 Conn. 1)	1855	Brown v. Hines, (16 Ind. App. 1)	2814, 2815
Brosnahan v. Pitcher, (133 Mo. App. 660)	4411	Brown v. Holland, (97 Ky. 249)	912
Brotherton v. Board of Police Com'rs, (49 Md. 495)	963	Brown v. Houston, (114 U. S. 622)	1670, 1676, 1692
Broughton v. Pensacola, (96 U. S. 266)	206, 313, 675, 694, 697, 710, 711	Brown v. Houston, (Tex. Civ. App. 48 S. W. 760)	2685, 2705, 5290
Broumel v. White, (87 Md. 521)	3270	Brown v. Hunn, (27 Conn. 332)	2068
Brown, Appeal of, (111 Pa. St. 72)	4738	Brown v. Ingalls Tp., (86 Fed. 261)	4903
Brown's Case, (152 Mass. 1)	2294	Brown v. Ingalls Tp., (81 Fed. 485)	4917
Brown, <i>Ex parte</i> , (42 S. C. 184)	2427	Brown v. Ithica, (132 N. Y. S. 1041)	5558
Brown v. Asbury Park, (44 N. J. L. 162)	1556	Brown v. Jenks, (98 Cal. 10)	4085, 4121
Brown v. Asheville Electric Co., (138 N. C. 533)	2868, 3649	Brown v. Joliet, (22 Ill. 123)	4484
Brown v. Atchison, (39 Kan. 37)	4825, 4931	Brown v. Lakeland, (61 Fla. 508)	4967, 4969
Brown v. Atlantic Ry. & Power Co., (118 Ga. 462)	1785	Brown v. Langlois, (70 Mo. 226)	2315
Brown v. Baraboo, (98 Wis. 273)	3258	Brown v. Laurens County, (38 S. C. 282)	5775
Brown v. Barstow, (87 Ia. 344)	3940, 3950	Brown v. Lindsay, (35 Up. Can. Q. Div. 509)	1109
Brown v. Birmingham, (140 Ala. 590)	2447	Brown v. Louisburg, (126 N. C. 701)	5633
Brown v. Board of Education, (108 Ky. 783)	4696, 5073, 5074	Brown v. Lowell, (8 Metc. Mass. 172)	4228, 4259
Brown v. Board of Election Canvassers, (45 W. Va. 826)	5221	Brown v. Lutz, (36 Neb. 527)	1308, 1340, 1408
Brown v. Bradlee, (156 Mass. 28)	813, 865, 1177	Brown v. Manning, (6 Ohio 298)	3206, 3265, 3318
Brown v. Brown, (7 Ore. 285)	2490	Brown v. Maryland, (12 Wheat. U. S. 419)	1610, 1664, 1675, 1685
Brown v. Buffalo, etc. R. Co., (22 N. Y. 191)	1460	Brown v. Milliken, (42 Kan. 769)	709, 4869, 4972
Brown v. Cape Girardeau, (90 Mo. 377)	5041	Brown v. Mobile, (23 Ala. 722)	2354, 2378
Brown v. Carl, (111 Ia. 608)	4659	Brand v. Multnomah County, (38 Ore. 79)	3627
Brown v. Carpenter, (26 Vt. 638)	2058	Brown v. Murdock, (140 Mass. 314)	1936
Brown v. Carrollton, (122 Mo. App. 276)	2010	Brown v. Newburyport, (209 Mass. 259)	4575, 4582, 4583
Brown v. Carthage, (128 Mo. 10)	3202, 3215, 3268, 3320	Brown v. New York, (3 Thomp. & C. N. Y. 155)	4108, 4129
Brown v. Catlettsburg, (11 Bush, Ky. 435)	1723	Brown v. New York, (6 Daly, N. Y. 497)	5120
Brown v. Chicago, (117 Ill. 21)	4472, 5680, 5755	Brown v. New York, (63 N. Y. 239)	539, 544, 2632, 2745, 3904, 4090
Brown v. Chicago G. W. R. Co., (137 Mo. 529)	2924, 2925, 3403	Brown v. New York, (55 How. Pr. N. Y. 8)	4133
Brown v. Chillicothe, (122 Ia. 640)	5622, 5728	Brown v. New York, (3 Hun, N. Y. 685)	4307
Brown v. Concord, (56 N. H. 375)	5364	Brown v. Ohio & M. R. Co., (138 Ind. 648)	5690
Brown v. Corry, (175 Pa. St. 528)	4712, 4716	Brown v. Philadelphia, (6 Atl. Pa. 904)	4148
Brown v. County Com'rs, (21 Pa. St. 37)	1786	Brown v. Pierce, (78 Neb. 623)	5603
Brown v. Denver, (7 Colo. 305)	431	Brown v. Piper, (91 U. S. 37)	1740
Brown v. Dickey, (106 Me. 97)	497, 1736, 3975, 4044, 4432, 4435	Brown v. Point Pleasant, (36 W. Va. 290)	4816, 4928
Brown v. Drain, (112 Fed. 582)	3256, 3257	Brown v. Rea, (150 Cal. 171)	2964
Brown & Co. v. Duplessis, (14 La. Ann. 842)	4524	Brown v. Rundlett, (15 N. H. 360)	1175
Brown v. Florida Chautauqua Ass'n, (59 Fla. 447)	2939, 2941, 2949, 2956	Brown v. Russell, (166 Mass. 14)	935, 936, 1016
Brown v. Foster, (88 Me. 49)	967, 1293	Brown v. St. Bernard, (20 Ohio Dec. 422)	2169
Brown v. Fowzer, (114 Pa. St. 446)	668	Brown v. Saginaw, (107 Mich. 643)	4306, 4431, 4478, 4508
Brown v. Galley, (Hill & D. Lallor's Supp. N. Y. 308)	8326	Brown v. Salt Lake City, (83 Utah, 222)	5515, 5516, 5582
Brown v. Galveston, (97 Tex. 1)	389, 403, 553, 447, 449, 450, 757, 1007, 2203	Brown v. San Francisco, (124 Cal. 274)	2984, 2994
Brown v. Gates, (15 W. Va. 131)	287, 5225	Brown v. School Trustees, (224 Ill. 184)	2995, 3002, 3008, 5204, 5210, 5212
Brown v. Glasgow, (57 Mo. 156)	5619, 5774	Brown v. Scranton, (231 Pa. 593)	4224, 4250
Brown v. Grangeville, (8 Idaho 784)	264, 318, 4669		
Brown v. Hebard, (20 Wis. 326)	956		

TABLE OF CASES.

5819

(References are to Pages.)

Brown v. Scruggs, (141 Mo. App. 632) 3179, 3279, 3394, 5448, 5631
 Brown v. Seattle, (5 Wash. 35) 2944, 3104, 3106
 Brown v. Sebastapool, (153 Cal. 704) 2757
 Brown v. Skowhegan, (82 Me. 273) 5594
 Brown v. Social Circle, (105 Ga. 834) 1868
 Brown v. Stark, (83 Cal. 636) 3265, 3309
 Brown v. State, (82 Ga. 224) .. 2209
 Brown v. Street Lighting Dist., (71 N. J. L. 79) 2719, 5329
 Brown v. Street Lighting Dist., (69 N. J. L. 485) 4315
 Brown v. Syracuse, (28 N. Y. S. 792) 5425
 Brown v. Taber, (103 Ia. 1) 3013, 3238
 Brown v. Tinsley, (14 Ky. L. Rep. 745) 5146
 Brown v. Toledo, (7 Ohio N. P. 435) 1547, 1563
 Brown v. Towanda, (24 Pa. Super. Ct. 378) 5589
 Brown v. Trustees of Schools, (224 Ill. 184) 2548
 Brown v. Turner, (70 N. C. 93) 945, 1025, 1073, 5271
 Brown v. Union, (65 N. J. L. 601) 4584
 Brown v. Union, (62 N. J. L. 142) 318
 Brown v. Vinalhaven, (65 Me. 402) 5499
 Brown v. Weatherby, (71 Mo. 152) 1210
 Brown v. Weaver, (76 Miss. 7) 1186
 Brown v. Webster City, (115 Ia. 511) 1374, 4225, 4275
 Brown v. Werner, (40 Md. 15) . 867
 Brown v. White, (202 Pa. St. 297) 1753, 5749
 Brown v. Winterport, (79 Me. 305) 1273, 1276, 1343, 1348
 Brown's Adm'r v. Guyandotte, (34 W. Va. 299) 5067, 5389, 5401, 5455
 Brown Cracker & Candy Co. v. Dallas, (104 Tex. 290) 2109
 Brownback v. North Wales, (194 Pa. St. 609) 2282
 Browne v. Bachman, (31 Tex. Civ. App. 430) 5637, 5706
 Browne v. Bentonville, (94 Ark. 80) 3783, 5393, 5398
 Browne v. Boston, (179 Mass. 321) 4718
 Browne v. Boston, (166 Mass. 229) 4070
 Browne v. Mobile, (122 Ala. 159) 2204, 2355
 Browne v. New Orleans, (38 La. Ann. 517) 1724
 Browne v. Palmer, (66 Neb. 287) 4376, 4425
 Browne v. Selser, (106 La. 691) 2221, 2283
 Browne v. Turner, (176 Mass. 9) 4364
 Brownell v. Greenwich, (114 N. Y. 518) 539, 4840, 4858
 Brownell v. Greenwich, (44 Hun, N. Y. 611) 4799
 Brownell v. Palmer, (22 Conn. 107) 1275
 Brownell v. Russell, (76 Vt. 326) 1206, 1223, 5048
 Brownell Improvement Co. v. Nixon, (48 Ind. App. 195) 2631, 4115, 4432, 4437, 4499, 4500

Browning v. Bergen, (79 N. J. L. 494) 2660
 Browning v. Chicago, (155 Ill. 314) 4065, 4469, 4472
 Browning v. Springfield, (17 Ill. 143) 5588
 Brownfield v. Houser, (30 Ore. 534) 5331
 Brownscombe v. Johnson, (62 J. P. 326) 1592
 Brownsville v. Arbuckle, (30 Ky. L. Rep. 414) 5750
 Brownsville v. Loage, (129 U. S. 493) 5271
 Brownville v. Cook, (4 Neb. 101) 1866, 1874, 2172, 2311, 2312
 Brownwood v. Farmer, (3 Willson Tex. Civ. Cas. App. § 350) ... 1116
 Brownwood v. Noel, (Tex. Civ. App. 43 S. W. 890) 703
 Bruce v. Dickey, (116 Ill. 527) 2590, 2734
 Bruce v. Greenville, (89 S. C. 241) 4817
 Bruce v. Pittsburg, (116 Pa. St. 152) 4619, 4739, 4850
 Bruce v. Schuyler, (9 Ill. 221) 1781
 Bruce v. Seaboard Air Line Ry., (52 Fla. 461) 3219, 3220
 Bruck v. Broesigks, (18 Ia. 393) 2459
 Bruecher v. Port Chester, (101 N. Y. 240) 5203
 Bruker v. Covington, (69 Ind. 33) 5754
 Brumbaugh v. Bedford, (23 Pittsb. Leg. J. 462) 5663
 Brumby v. Boyd, (28 Tex. Civ. App. 164) 1008, 1023, 1048
 Brumby v. Marietta, (132 Ga. 408) 4673
 Brumit v. Virginia & S. W. R. Co., (106 Tenn. 124) 3654
 Brumm's Appeal, (12 Atl. Pa. 355) 3661, 3867
 Brummer v. Galveston, (97 Tex. 93) 5018, 5035
 Brummett v. Boston, (179 Mass. 26) 5730
 Brummitt v. Ogden Waterworks Co., (33 Utah, 285) 341, 1745, 3420, 3717, 3863, 5316, 5339, 5350, 5358, 5359
 Brundage v. Portchester (31 Hun. N. Y. 129) 3958, 4105
 Brundige v. Ashley, (62 Ohio St. 526) 5372
 Bruner v. Marcum, (50 Mo. 405) 2376
 Bruning v. Barrett, (113 La. 349) 3922, 3930
 Bruning v. New Orleans, (122 La. 316) 4176
 Brunot v. Verona Borough, (41 W. N. C. Pa. 43) 4403
 Brunn v. Kansas City, (216 Mo. 108) 2536, 3077, 3183
 Brunner v. Downs, (63 Hun, N. Y. 626) 2065
 Brunner Fire Co. v. Payne, (54 Tex. Civ. App. 501) 3305
 Bruns v. New York, (6 Daly, N. Y. 156) 1141
 Brunson v. Youmans, (76 S. C. 128) 1572
 Brunstein v. People, (47 Colo. 10) 780
 Brunswick v. Fahm, (60 Ga. 109) 1134
 Brunswick v. Finney, (54 Ga. 317) 354, 5031
 Brunswick v. Harvey, (114 Ga. 783) 1040, 1190, 1193

(References are to Pages.)

Brunswick v. King, (81 Ga. 532)	3903	Buchanan v. Litchfield, (102 U. S. 278)	4872, 4816
Brunswick Gas Light Co. v. Brunswick, (92 Me. 493)	3023, 4354, 5429	Buchanan v. MacFarland, (31 App. Cas. D. C. 5)	4437
Co. v. L. Co.,	3476	Buchanan Bridge Co. v. Campbell, (60 Ohio St. 406)	3622
Har-	3960	Buchanan & Smock Lumber Co. v. East Jersey Coast Water Co., (71 N. J. L. 350)	3600
Way-	3080, 3081	Bucher v. South Bend, (20 Ind. App. 177)	5732
Dist. v. e. 371)	5611, 5676	Bucher v. Sunbury Borough, (216 Pa. 39)	5729
3, 3742, 3764, 78 Ill. 1, 5193, 496)	5195	Buck v. Beach, (206 U. S. 292)	4999
357, 1029		Buck v. Biddeford, (82 Me. 482)	5675, 5726
Brush v. New York, (69 N. Y. S. 51)	5611, 5676	Buck v. Danzenbacker, (37 N. J. L. 259)	2420
Brush Electric Light Co. v. Cincinnati, (11 Ohio Dec. 531)	2672, 2697	Buck v. Eureka, (124 Cal. 61)	2752, 2755, 4705, 4722
Brush Elec. L. Co. v. Jones, etc. Co., (6 Ohio Cir. Ct. Rep. 249)	516, 3390, 3466, 3513, 3565	Buck v. Eureka, (109 Cal. 504)	1026, 1149, 1153
Brush Electric Light & Power Co. v. Lefevre, (93 Tex. 604)	1816, 1817, 1818	Buck v. Eureka, (97 Cal. 135)	5167
Brush Electric Light & Power Co. v. Montgomery, (114 Ala. 423)	3747, 2749, 5164	Buck v. Great Barrington, (203 Mass. 372)	2999
Brusle v. Griffith, (34 Cal. 302)	965	Buck v. Lockport, (43 How. Pr. N. Y. 361)	2771, 5170
Brusso v. Buffalo, (90 N. Y. 679)	5720, 5756	Buckendorf v. Minneapolis F. D. R. Assn., (112 Minn. 298)	1096
Bryan v. Bates, (15 Ill. 87)	3221	Buckland v. Conway, (16 Mass. 396)	812, 1090, 5152
Bryan v. Birmingham, (154 Ala. 447)	1823, 2448	Buckley v. Eisendrath, (68 Ill. App. 364)	1810, 1811
Bryan v. Cattell, (15 Ia. 538)	1001	Buckley v. Kansas City, (156 Mo. 16)	5730, 5734
Bryan v. Chester, (212 Pa. St. 259)	1917, 2015, 2031, 2022	Buckley v. New York, (120 N. Y. S. 423)	5636, 5716, 5760
Bryan v. Chicago, (60 Ill. 507)	2909	Buckley v. Tacoma, (9 Wash. 253)	1402, 3973, 4045, 4042, 4060, 4082, 4473, 4540
Bryan v. Des Moines, (51 Ia. 590)	975, 1140	Buckman v. Cuneo, (103 Cal. 52)	4490
Bryan v. Lincoln, (50 Neb. 620)	4670, 4671	Buckman v. Landers, (111 Cal. 347)	4160, 4508, 4509
Bryan v. Page & Sims, (51 Tex. 532)	879, 821, 824, 825, 846, 1396, 2570, 2508, 2609, 2623	Bucknell v. Story, (46 Cal. 529)	5202
Bryans v. Almond, (27 Ga. 564)	2618	Buckner, <i>Ex parte</i> , (9 Ark. 73)	5320
Bryant v. Logan, (56 W. Va. 141)	2542, 5342, 5362	Buckner v. Gordon, (31 Ky 665)	410
Bryant v. Orangeburg, (70 S. C. 137)	5421, 5662	Buckwalter v. School Dist. No. 42, (65 Kan. 603)	3120, 3162, 3181
Bryant v. Pittsfield, (199 Mass. 630)	1334, 3096	Bucroft v. Council Bluffs, (63 Ia. 642)	4185, 4188, 4254
Bryant v. Robbins, (70 Wis. 258)	1962	Budd v. Budd, (59 Fed. 725)	2480
Bryant v. Russell, (127 Mo. 422)	4569	Budd v. Camden, (69 N. J. L. 192)	1587
Bryant v. St. Paul, (33 Minn. 289)	5497	Budd v. Camden Horse R. Co., (63 N. J. Eq. 204)	1785, 1786, 2824, 4095
Bryant's Lessee v. McCandless, (7 Ohio, 135)	3205, 3206	Budd v. Camden Horse R. Co., (79 N. J. L. 762)	3622
Brymer v. Butler Water Co., (173 Pa. St. 489)	3583, 3681	Budd v. Kraus, (79 Ind. 137)	4110
Brymer v. Butler Water Co., (173 Pa. St. 231)	2729, 2732, 2765	Buddecke v. Ziegenhein, (132 Mo. 239)	3185, 3187
Bryn Mawr Water Co. v. Lower Merion, (4 Pa. Dist. R. 157)	3526	Budge v. Grand Forks, (1 N. Dak. 309)	5202
Bryn Mawr Water Co. v. Lower Merion Tp., (15 Pa. Co. Ct. R. 527)	2526	Budlong's Petition, (15 R. I. 222)	1058, 1059
Bryson v. Johnson County, (100 Mo. 76)	2626, 5213	Buechner v. New Orleans, (112 La. 599)	5629
Buchan v. Broadwell, (38 Mo. 31)	515, 517, 1659, 4385, 4326	Buek v. Collis, (17 App. Div. N. Y. 465)	2296
Buchanan v. Barre, (66 Vt. 129)	5503	Buell v. Ball, (20 Ia. 222)	622, 624, 1521, 2921, 2922, 5003
Buchanan v. Beaver Borough, (171 Pa. St. 557)	4291	Buell v. Buckingham, (16 Ia. 234)	1297, 1298
Buchanan v. Kansas City, (208 Mo. 574)	4492, 4499	Buell v. Lockport, (11 Barb. N. Y. 602)	2149
Buchanan v. Kennard, (234 Mo. 117)	2497, 2505, 2508	Buell v. State, (45 Ark. 226)	1477, 1623, 1901, 2107
		Buerhaus v. Cole, (34 Wis. 617)	2492
		Buesching v. St. Louis Gas Light Co., (71 Mo. 219)	1471

(References are to Pages.)

Buesching v. St. Louis Gas Light Co., (6 Mo. App. 85).....	5747	Buffalo School Furniture Co. v. School Dists. etc., (7 Kan. App. 796)	4811
Buffalo, <i>In re</i> , (78 N. Y. 862) 1861, 4062		Buffalo Traction Co., <i>In re</i> , (49 N. Y. S. 1052).....	3427
Buffalo, <i>In re</i> , (68 N. Y. 167) 2458, 8133, 3135		Buffalo Union Iron Works v. Buffalo, (18 Abb. Pr. N. S. 131) 1931	
Buffalo, <i>In re</i> , (25 N. Y. S. 218) 8134, 3136		Buffalo Union Iron Works v. Buffalo, (Sheld. N. Y. 244)....	1930
Buffalo, <i>In re</i> , (189 N. Y. 163) ..	3186	Buffham v. Racine, (26 Wis. 449) 265	
Buffalo v. Balcom, (134 N. Y. 532)	4585, 5031, 5035	Buffington Wheel Co. v. Burnham, (60 Ia. 493).....	1316
Buffalo v. Bettinger, (76 N. Y. 393)	2456, 2743, 5151	Buford v. State, (72 Tex. 182) 295, 615, 637, 680, 682, 692	
Buffalo v. Buffalo Gas Co., (80 N. Y. S. 1093)	3693, 3694	Bugg, <i>Ex parte</i> , (Mo. App. 145 S. W. 831)	5276
Buffalo v. Chadeayne, (134 N. Y. 163) 1453, 1796, 2067, 2069, 2075, 2245		Buhl v. Fort Street Union Depot Co., (98 Mich. 596) 2992, 2998, 4260	
Buffalo v. Collins Baking Co., (39 App. Div. N. Y. 432) 1575, 2159		Buhler, <i>In re</i> , (32 Bab. N. Y. 79) 3990	
Buffalo v. Couteulx, (15 N. Y. 451)	4996	Building Inspectors, <i>In re</i> , (17 R. I. 819)	1010
Buffalo v. Delaware L. & W. R. Co., (89 N. Y. S. 4).....	3216, 3219	Bulger, <i>In re</i> , (45 Cal. 553) 980, 1009	
Buffalo v. Delaware L. & W. R. Co., (74 N. Y. S. 343).....	3313	Bulger v. Eden, (82 Me. 352) 3028, 3034, 5434	
Buffalo v. Delaware L. & W. R. Co., (178 N. Y. 561).....	3253	Bull v. Kelley, (83 Kan. 597) ..	4998
Buffalo v. Delaware L. & W. R. Co., (190 N. Y. 84) 2909, 2965, 2981, 3310		Bull v. Quincy, (9 Ill. App. 127) 825, 2214, 2215, 3471, 3497	
Buffalo v. Geo. P. Ray Mfg. Co., (124 N. Y. S. 913)	1894	Bull v. Quincy, (155 Ill. 566)....	3679
Buffalo v. Harling, (50 Minn. 551)	2005, 2933, 3202	Bull v. Sims, (23 N. Y. 570) 4772, 4775, 4776	
Buffalo v. Hoffeld, (6 Misc. Rep. N. Y. 197)	2980	Bull v. Southfield, (Fed. Cas. No. 2120)	707, 1809
Buffalo v. Hill, (79 App. Div. N. Y. 402)	2142, 2238	Bull v. Spokane, (46 Wash. 237) 5697	
Buffalo v. Lewis, (192 N. Y. 193) 2248		Bullard v. Shirley, (153 Mass. 559)	2501, 2502
Buffalo v. Linsman, (113 App. Div. N. Y. 534)	2146	Bullen v. Arkansas Valley, etc. R. Co., (20 Okla. 819) 3010, 3012, 3075	
Buffalo v. Marion, (13 Misc. Rep. N. Y. 639)	2130, 2167	Bullen v. Higgins, (115 Ill. 155) 523, 3389, 3391	
Buffalo v. Mulchady, (Sheld. N. Y. 431)	2387	Bulliner v. People, (95 Ill. 394) 4984	
Buffalo v. Neal, (33 N. Y. S. 346) 4631		Bullis v. Chicago, (235 Ill. 472) 1063, 1161, 5046	
Buffalo v. New York, etc. R. Co., (6 N. Y. Misc. 630).....	2087, 2090	Bullis v. Noble, (36 Ia. 618)	2549
Buffalo v. New York, etc. R. Co., (23 N. Y. S. 303).....	1605	Bullitt v. Paducah, (8 Ky. L. Rep. 870)	2221, 5042
Buffalo v. Preston, (81 App. Div. N. Y. 580)	2308	Bullitt v. Philadelphia, (230 Pa. St. 544)	4654, 4674
Buffalo v. Reavey, (37 App. Div. N. Y. 228)	1675, 1679	Bullit v. Selvage, (20 Ky. L. Rep. 599).....	3940, 4085, 4361, 4457
Buffalo v. Schleifer, (2 Misc. Rep. N. Y. 216)	2146	Bullitt County v. Washer, 130 U. S. 142)	1352
Buffalo v. Webster, (10 Wend. N. Y. 99) 1429, 1431, 1575, 1583, 2141, 2146		Bullmaster v. St. Joseph, (70 Mo. App. 60).....	206, 5395, 5517
Buffalo City Cemetery v. Buffalo, (46 N. Y. 506.)....	4418, 4422	Bullock v. Biggs, (78 N. J. L. 63)	1038
Buffalo Clean Street Co. v. Buffalo, (113 App. Div. N. Y. 887)	2599, 2723	Bullock v. Geomble, (45 Ill. 218) 1551, 1552, 2053, 2054	
Buffalo County Tel. Co. v. Turner, (82 Neb. 841)	3661	Bullock v. Wilmington City R. Co., (5 Penn. Del. 209).....	2829
Buffalo Fertilizer Co. v. Cheektowaga, (113 N. Y. S. 901)....	1954	Bulmer, Estate of, (59 Cal. 131) 5078	
Buffalo Loan T. & S. D. Co. v. Depew Mfg. Co., (121 N. Y. S. 900)	5026	Bulow v. Charleston, (1 Nott & McC. S. C. 527)	4993
Buffalo Merchants' Delivery Co. v. Frontier Tel. Co., (112 N. Y. S. 862)	3588	Bumb v. Evansville, (168 Ind. 272)	1522
Buffalo, etc. R. Co. v. Buffalo, (5 Hill. N. Y. 209).....	1833, 2095	Bummel v. Houston, (68 Tex. 10)	5031
Buffalo & J. R. Co. v. Railroad Com'rs of Collins, (5 Hun, N. Y. 485)	4610, 4830	Bumsted v. Govern, (47 N. J. L. 368)	419
		Bunch v. Edenton, (90 N. C. 431)	5665
		Bunch's Ex'r v. Fluvanna County, (86 Va. 452).....	4815
		Bunker v. Hudson, (122 Wisc. 43)	5386
		Bunker v. Hutchinson, (74 Kan. 651)	2639, 2643, 4293
		Bunker Hill v. Pearson, (46 Ill. App. 47)	5604

(References are to Pages.)

Bunn v. People, (45 Ill. 397)...	941	Burke v. Connolly, (135 N. Y. S. 179)	5266, 5267
Buntin v. Danville, (98 Va. 200)	3310	Burke v. Gormley, (79 N. J. L. 259)	5138
Bunting v. Willis, (27 Gratt. 144)	1082	Burke v. Haverhill, (187 Mass. 65)	5685
Bunyan v. Citizens' Ry. Co., (127 Mo. 12)	2097	Burke v. Holtzmann, (110 App. Div. N. Y. 564)	1015
Burch v. Hardwicke, (23 Gratt. Va. 51)	964, 968	Burke v. Jeffries, (20 Ia. 145)	310
Burch v. Hardwicke, (30 Gratt. Va. 24)	409, 415, 1167, 1184	Burke v. Lukens, (12 Ind. App. 648)	4499
Burchell v. New York, (56 Hun, N. Y. 640)	3914	Burke v. McCowen, (115 Cal. 481)	3227
Burcher v. People, (41 Colo. 495)	2181	Burke v. Malley, (141 Ia. 555)	2966
Burckhardt v. Atlanta, (103 Ga. 302)	3940, 3946, 4302	Burke v. New York, (40 N. Y. S. 81)	4169
Burckholter v. McConnellsville, (20 Ohio St. 308) ..	1422, 1897, 1898	Burke v. Police Relief & Pension Fund Trustees, (4 Cal. App. 235)	5055
Burcky v. Lake, (30 Ill. App. 23)	4243, 4244	Burke v. South Omaha, (79 Neb. 793)	5421
Burd Orphan Asylum v. School Dist., (90 Pa. 21)	3212	Burke v. Turney, (54 Cal. 486)	3972
Burden v. Stein, (27 Ala. 104) ..	1907, 2464	Burke v. Water Valley, (87 Miss. 732)	3659
Burdett v. Allen, (35 W. Va. 347)	1552, 2053, 2055	Burkett v. Athens, (Tenn. Ch. App. 59 S. W. 667)	1110
Burdette v. Munger, (144 Ill. App. 164)	5138	Burkhardt v. Cincinnati, (6 Ohio, N. P. N. S. 17)	1745
Burdick v. Babcock, (31 Ia. 562)	5086, 5087	Burkhart v. Fitzgerald, (73 S. E. Ia. 583)	5038
Burdick v. Richmond, (16 R. I. 502)	5128	Burleigh v. Rochester, (5 Fed. 667)	4863
Burditt v. Swenson, (17 Tex. 489)	1950	Burlingame v. Thompson, (74 Kan. 393)	2452
Burditt v. Winchester, (205 Mass. 493)	5720, 5753	Burlington v. Beasley, (94 U. S. 310)	4818
Bureau Junction v. Long, (56 Ill. App. 458)	5680	Burlington v. Bumgardner, (42 Ia. 673)	2200
Burfenning v. Chicago, etc. Ry. Co., (46 Minn. 20)	1813	Burlington v. Burlington Street Ry. Co., (49 Ia. 144) ..	1644, 1764, 1771, 3469
Burford v. Grand Rapids, (53 Mich. 98) ..	5414, 5421, 5639, 5663, 5664	Burlington v. Burlington & M. R. R. Co., (41 Ia. 134) ..	5036, 5038
Burg v. Chicago, etc. R. R., (90 Ia. 106)	1442, 2092	Burlington v. Central Vermont R. Co., (82 Vt. 5)	881
Burge v. Rockwell City, (120 Ia. 495)	1354, 2768, 4138	Burlington v. Dennison, (42 N. J. L. 165)	853, 1352, 1394, 1401, 1402, 1500, 2481, 2484, 2602
Burger v. Missouri Pac. Ry. Co., (112 Mo. 238)	2094	Burlington v. Estlow, (43 N. J. L. 13)	1072, 1782, 1785
Burger v. Philadelphia, (196 Pa. 41)	5720	Burlington v. Gilbert, (31 Ia. 356)	4229
Burgess v. Fennel, (3 Del. Co. R. 354)	2222	Burlington v. Kellar, (18 Ia. 59)	1420, 1547, 1548, 1555
Burgess v. Jefferson, (21 La. Ann. 143)	2646	Burlington v. Lawrence, (42 Ia. 681)	1807, 2201
Burgess v. Pue, (2 Gill. Md. 254)	1320	Burlington v. Leebrick, (43 Ia. 252)	326, 608, 615
Burget v. Greenfield, (120 Ia. 432)	1995, 2863, 3920, 3924, 3950, 3957, 3979, 3981, 4291, 4296	Burlington v. Palmer, (67 Ia. 681)	4359, 4566
Burghard v. Fitch (24 Ky. L. Rep. 1983)	4067, 4071, 4079	Burlington v. Putnam Ins. Co., (31 Ia. 102) ..	1402, 1905, 2198, 2214, 2231, 2232
Burhans v. Norwood Park, (138 Ill. 147)	3970, 4082	Burlington v. Quick, (47 Ia. 222)	4052, 4451, 4453
Burk v. Altschul, (66 Cal. 533) ..	3946	Burlington v. Schwarzman, (52 Conn. 181)	1992, 5199
Burk v. Baltimore, (77 Md. 469) ..	4074	Burlington v. Stockwell, (5 Kan. App. 569) ..	1543, 1914, 1953, 2409, 2414
Burk v. State, (5 Lea, Tenn. 349)	679, 1788	Burlington v. Stockwell, (56 Kan. 208)	2428
Burkam v. Ohio & Mississippi R. Co., (122 Ind. 344) ..	3435, 3531, 4244, 4251, 4267	Burlington v. Unterkircher, (99 Iowa, 401)	2232
Burke's Petition, (62 N. Y. 224) ..	4352, 4512	Burlington Gas Light Co. v. Burlington, etc. R. Co., (91 Ia. 470)	3331, 4299
Burke v. Board of Trustees, (4 Cal. App. 235)	680, 747, 1097	Burlington & Henderson County Ferry Co. v. Davis, (48 Ia. 133)	895
Burke v. Chicago, (127 Ill. App. 161)	1735	Burlington Mfg. Co. v. Board of Com'rs, (67 Minn. 327)	2554
Burke v. City & County Contract Co., (133 App. Div. N. Y. 113)	1830, 1850		

TABLE OF CASES.

5823

(References are to Pages.)

Burlington, etc. R. Co. v. Columbus Junction, (104 Ia. 110) 2809, 2815	Burnside v. Smith, (119 S. W. Ky. 744) 5739
Burlington, etc. R. Co. v. Reinhackle, (15 Neb. 279) 3608	Burnstein v. Cass Avenue & F. G. Ry. Co., (56 Mo. App. 45) 2097
Burlington, etc. R. Co. v. Saline, 12 Neb. 396) 5362	Burr v. Carbondale, (76 Ill. 455) 4798, 4822, 4969
Burlington, etc. R. Co. v. Spearman, (12 Ia. 112) 3952, 4399	Burr v. Hunt, (18 Cal. 303) 5364
Burlington Sav. Bank v. Clinton, (11 Fed. 439) 4725, 4795, 4880	Burr v. Newcastle, (49 Ind. 322) 2802, 3960, 3962, 3963, 3990
Burlington Sav. Bank v. Clinton, (106 Fed. 269) 4792, 4793	Burr v. Norton, (25 Conn. 103) 5279
Burlington Waterworks Co. v. Burlington, (43 Kan. 725) 3682, 3892, 3893	Burr v. Plymouth, (48 Conn. 460) 5755
Burlington Water Co. v. Woodward, (49 Ia. 58) 4708, 4716, 4964	Burr v. Stevens, (90 Me. 500) 2860
Burmeister, <i>In re</i> , (76 N. Y. 174) 4049	Burrall v. American Tel. & Tel. Co., (217 Ill. 189) 3642
Burmeister v. Howard, (1 Wash. Ter. 207) 1393, 1429	Burrell v. Blanchard, (51 S. W. Tex. 46) 5272
Burnes v. Atchison, (2 Kan. 454) 294, 872, 873, 875, 878, 4342, 4829, 4988, 5362, 5363	Burrell v. Greenville, (133 Mich. 235) 5761, 5771
Burnes v. Edgerton (143 Mo. 563) 332, 630	Burress v. Spring, (143 Mo. App. 688) 4144
Burnes v. St. Joseph, (91 Mo. App. 489) 3418, 5620, 5689	Burridge v. Detroit, (17 Mich. 557) 5482, 5616
Burnet v. Bagg, (67 Barb. N. Y. 154) 8334	Burrill v. Augusta, (78 Me. 118) 939, 5069, 5070
Burnet v. Cincinnati, (3 Ohio, 73) 4527	Burrill v. Boston, (Fed. Cas. 2198) 2585, 2747
Burnett, <i>Ex parte</i> , (30 Ala. 461) 1555, 2202, 2274, 2275, 2422	Burritt v. New Haven, (42 Conn. 174) 4218, 4245
Burnett v. Boston, (173 Mass. 173) 3094	Burroughs v. Cherokee, (134 Ia. 429) 781, 3199, 3268, 3296, 3301, 3303, 3370
Burnett v. Commonwealth, (169 Mass. 417) 3123, 3167	Burroughs v. Eastman, (101 Mich. 419) 2321
Burnett v. Craig, (30 Ala. 135) 1723, 2447, 5197	Burroughs v. Eastman, (93 Mich. 433) 410, 5049
Burnett v. Sacramento, (12 Cal. 76) 3982, 4003, 4005, 4336, 4455	Burroughs v. Milwaukee, (110 Wis. 478) 5674
Burnett v. Whitesides, (13 Cal. 156) 5364	Burrow v. Hot Springs, (85 Ark. 396) 2316, 2329, 2330
Burnham v. Boston, (10 Allen, Mass. 290) 5710	Burrows v. Lake Crystal, (61 Minn. 357) 5687
Burnham v. Byron Tp., (46 Mich. 555) 5595	Burton v. Harvey County Savings Bank, (28 Kan. 390) 2465, 2467, 4597, 4758
Burnham v. Chicago, (24 Ill. 496) 3463, 3889, 4353	Burt v. Boston, (122 Mass. 223) 5649, 5687
Burnham v. Fond du Lac, (15 Wis. 193) 5224	Burton v. Chattanooga, (7 Lea, Tenn. 739) 5578
Burnham v. Hotchkiss, (14 Conn. 311) 1991	Burton Co. v. Chicago, (236 Ill. 883) 2076
Burnham v. Milwaukee, (98 Wis. 128) 4703	Burton v. Koshkonong, (4 Fed. 373) 4801
Burnham v. Milwaukee, (100 Wis. 55) 3951, 4175, 4182, 4184, 4185	Burton v. Larkin, (36 Kan. 246) 4209
Burnham v. Rogers, (167 Mo. 17) 5244	Burton v. Martz, (38 Mich. 761) 3200, 3202
Burnham v. Webster, (5 Mass. 266) 464	Burton v. Norwich, (34 Vt. 345) 1090
Burnish St., <i>In re</i> , (140 Pa. St. 531) 3895	Burt v. Winona, etc. Ry. Co., (31 Minn. 472) 1047, 1049
Burns, <i>Ex parte</i> , (7 Mo. App. 564) 2423	Busby v. Noland, (39 Ind. 234) 5202
Burns v. Baltimore, (48 Md. 198) 4378, 4379	Buschmann v. New York, (35 Misc. Rep. N. Y. 607) 1130
Burns v. Columbus Citizens' Tel. Co., (30 Ohio Cir. Ct. Rep. 74) 3642	Busenbark v. Clements, (22 Ind. App. 557) 4087, 4454
Burns v. Duluth, (96 Minn. 104) 4336	Buser v. Cedar Rapids, (115 Ia. 683) 4258, 4259
Burns v. La Grange, (17 Tex. 415) 1875, 2365, 2438	Bush v. Artesian Hot & Cold Water Co., (4 Idaho, 618) 3598
Burns v. McAdoo, (99 N. Y. S. 51) 5061	Bush v. Coler, (69 N. Y. S. 770) 5324
Burns v. New York, (121 N. Y. App. Div. 180) 543, 2570, 2754	Bush v. Coler, (170 N. Y. 587) 5371
Burns v. New York, (3 Hun, N. Y. 212) 1083, 2745	Bush v. Dubuque, (69 Ia. 233) 1460, 1928, 1931, 4433
Burns v. State, (104 Ga. 544) 370, 1483	Bush v. McKeesport, (166 Pa. St. 57) 3100, 4259
Burnsey v. Northern California Power Co., (160 Cal. 699) 3390	Bush v. O'Brien, (164 N. Y. 205) 983, 5324
Burnside v. Everett, (186 Mass. 4) 5546	Bush v. Orange, (13 Misc. Rep. N. Y. 707) 806

(References are to Pages.)

Bush v. Orange County, (42 N. Y. S. 417)	4602	Butler v. Northwestern R. Co., (28 Leg. Int. Pa. 52).....	4609
Bush v. Peoria, (215 Ill. 515) ..	4358	Butler v. Oxford, (186 N. Y. 444)	5602, 5689
Bush v. Seabury, (8 Johns. N. Y. 418)	2131, 2141, 2144	Butler v. Oxford, (69 Miss. 618)	5471, 5729, 5763
Bush v. Shipman, (5 Ill. 186)	513, 5074	Butler v. Passaic, (44 N. J. L. 171)	1401, 2608
Bushey, <i>In re</i> , (105 Mich. 64)	2161, 2344, 2446	Butler v. Powers, (24 N. J. L. 408)	4983
Buschmann v. St. Louis, (121 Mo. 523)	3260	Butler v. Robinson, (75 Mo. 192) ..	1814
Bushnell v. Beloit, (10 Wis. 195) ..	875, 4823	Butler v. Sullivan County, (108 Mo. 630)	846, 2571, 2591
Bushnell v. Scott, (21 Wis. 451) ..	3219	Butler v. Thomasville, (74 Ga. 570) ..	3032, 3054, 3078, 3944, 4297, 5194
Bushwick Ave., <i>In re</i> , (48 Barb. N. Y. 9)	3122	Butler v. Toledo, (5 Ohio St. 225)	4383, 4466, 4467
Business Men's League v. Waddill, (148 Mo. 495)	1723	Butler v. Toronto, (10 Ont. Wkly. Rep. 876)	5401
Buskirk v. Strickland, (47 Mich. 389)	1172	Butler v. Walker, (98 Ala. 358)	296, 598, 681, 685, 724, 1047, 1050
Busse v. Central Covington, (19 Ky. L. Rep. 157)	2979	Butler v. White Plains, (69 N. Y. S. 193)	3051, 5562, 5566
Bussee v. Rogers, (120 Wis. 443) ..	5647	Butler v. Worcester, (112 Mass. 541)	3041, 3044, 3887, 4523
Bussell v. Gill, (58 Wash. 468) ..	390	Butler Bros. Shoe Co. v. U. S. Rubber Co., (156 Fed. 1) ..	1662, 1690
Bussey v. Gilmore, (3 Me. 595) ..	858	Butler, McCarthy & Co. v. Clark, (46 Ga. 466)	956
Butcher's Co. v. Bullach, (3 Bos. & Pul. 434)	1569, 2328	Butler St., <i>In re</i> , (6 Kulp. Pa. 488) ..	3917
Butcher v. Camden, (29 N. J. Eq. 478)	964, 1072, 1075, 1127	Butler St., <i>In re</i> , (19 Pa. Super. Ct. 48)	4258
Butcher v. Philadelphia, (202 Pa. 1)	5761	Butman v. Fowler, (17 Ohio, 101) ..	3899
Butchers' Co. v. Morey, (1 H. Bl. 370)	1430, 1598	Butman v. Newton, (179 Mass. 1) ..	5434, 5435, 5436, 5681
Butchers' Ice & Coal Co. v. Philadelphia, (156 Pa. 54)	5563	Butner v. Bolfevillet, (100 Ga. 743)	370, 1483
Butcher's Union, etc. Co. v. Crescent City, (111 U. S. 746) ..	1605, 1885, 1886, 1944, 2129	Butolph v. Blust, (41 How. Prac. N. Y. 481)	2321
Butin, <i>Ex parte</i> , (28 Tex. App. 304)	1672	Butte v. Cohen, (9 Mont. 435)	1189
Butler's Appeal, (73 Pa. St. 448) ..	1560, 2190, 2937, 4945	Butte v. Milkosowitz, (39 Mont. 350)	2806, 3207
Butler Borough, Appeal of, (Pa. 1885, 1 Atl. 604)	1931	Butte v. Paltrovich, (30 Mont. 18)	2171, 2268, 2269
Butler v. Andrus, (35 Mont. 575) ..	4682, 4693	Butte v. School Dist., (29 Mont. 326)	4421
Butler v. Ashworth, (102 Cal. 663)	1171, 1172	Butter St., <i>In re</i> , (25 Pa. Super. Ct. 357)	3004
Butler v. Bangor, (67 Me. 385) ..	5684	Butterfield v. Boston, (148 Mass. 544)	5500
Butler v. Charlestown, (7 Gray, 12 Mass. 12)	817, 1091, 1266, 2592, 2600	Butterfield v. St. Louis, (213 Mo. 402)	1115
Butler v. Cincinnati, (25 Ohio Cir. Ct. Rep. 772)	3776	Butterfoss v. Board of Health, (40 N. J. Eq. 325)	5198
Butler v. Detroit, (43 Mich. 552) ..	269, 272, 4057, 4160	Butternut v. O'Malley, (50 Wis. 333)	699, 2589, 5148
Butler v. Dunham, (27 Ill. 474) ..	872	Butterworth v. Henrietta, (25 Tex. Civ. App. 467)	5520
Butler v. East St. Louis, (74 Ill. App. 649)	4263	Butterworth v. United States, (112 U. S. 50)	5276
Butler v. Edgewater, (6 N. Y. S. 174)	3051, 5543, 5549, 5557	Button v. Kremer, (114 Ky. 463)	4341
Butler v. F. R. Penn. Tobacco Co., (152 N. C. 416)	2924, 3389	Button v. Louisville, (118 S. W. Ky. 977)	2887, 2889
Butler v. Lewiston, (11 Idaho, 393)	371, 497, 4684	Buttrick v. Lowell, (1 Allen, Mass. 172)	974, 1806, 5063, 5064, 5399, 5479
Butler v. McLean County, (32 Ill. App. 397)	864	Buttron v. Bridell, (228 Mo. 622) ..	5639
Butler v. Milwaukee, (15 Wis. 493)	779, 796, 864, 1089, 2598	Butts v. Hoboken, (38 N. J. L. 391)	5137
Butler v. Milwaukee, (119 Wis. 526)	1040, 1187, 1188	Butts v. Little, (68 Ga. 272) ..	4681
Butler v. Moberly, (131 Mo. App. 172)	5400, 5422	Butts v. Rochester, (1 Hun, N. Y. 123)	4453
Butler v. Montclair, (67 N. J. L. 426)	3036, 4471	Butz v. Cavanaugh, (137 Mo. 503)	1471, 1849, 5418, 5447
Butler v. Muscatine, (11 Ia. 433) ..	5002	Butz v. Kerr, (123 Ill. 659) ..	4351
Butler v. Mutual Aid, etc. Co., (94 Ga. 562)	2295	Buxton v. Chesterfield, (60 N. H. 357)	5097
		Byars v. Mt. Vernon, (77 Ill. 467)	1521, 2376, 2386

TABLE OF CASES.

5825

(References are to Pages.)

Byars v. State, (3 Okl. Cr. 481)	2181	Cain, <i>Ex parte</i> , (56 Tex. Crim. Rep. 538)	2061
Bybee v. Smith, (33 Ky. L. Rep. 467)	1067, 1299, 1722	Cain v. Brown, (111 Mich. 657)	5239
Bybee v. State, (94 Ind. 443)	1994, 2790, 2893	Cain v. Chicago, etc., R. Co., (54 Ia. 256)	2100, 2381, 2945, 3596
Bye v. Atlantic City, (73 N. J. L. 403)	2643, 2648, 2976	Cain v. Daly, (74 S. C. 480)	1863
Byer v. Harris, (77 N. J. L. 304)	1831, 1842, 2383	Cain v. Davie County Com'rs. (86 N. C. 8)	4337
Byer v. New Castle, (124 Ind. 86)	1369	Cain v. Elkins, (57 W. Va. 9)	4341
Byerly v. Anamosa, (79 Ia. 204)	3296, 5514, 5774	Cain v. Goda, (84 Ind. 209)	1539
Byers v. Commonwealth, (42 Pa. St. 89)	2359, 2362, 2420	Cain v. Omaha, (42 Neb. 120)	4456
Byers v. Olney, (16 Ill. 85)	2272	Cain v. Smith, (117 Ga. 902)	4663, 4664, 4925
Byington v. Merrill, (113 Wis. 211)	5594, 5787	Cain v. Syracuse, (95 N. Y. 83)	1991, 5673
Byington v. St. Louis Ry. Co., (147 Mo. 673)	1822, 2097, 2098	Cain v. Warner, (45 App. Div. N. Y. 450)	961, 1086
Byram v. Foley, (17 Ind. App. 629)	4390, 4407, 4522	Cain v. Wyoming, (104 Ill. App. 538)	2473, 2366, 4026, 4701
Byrd, <i>Ex parte</i> , (84 Ala. 17)	1420, 1574, 1744, 2140	Cairns v. Chester, (84 Pa. Super. Ct. 51)	5544
Byrne v. Brown, (57 J. P. 741)	1415	Calro v. Adams Express Co., (54 Ill. App. 87)	2253
Byrne v. Chicago Gen. R. Co., (169 Ill. 75)	3454, 3560	Calro v. Allen, (1)	5189
Byrne v. Covington, (15 Ky. L. Rep. 33)	4945, 4962	Calro v. Bross, (1)	792
Byrne v. Drain, (127 Cal. 663)	3887	Calro v. Coleman	2157
Byrne v. Harbison, (1 Mo. 235)	5265	Calro v. Feuchter	2654
Byrne v. Keokuk & Western R. Co., (47 Mo. App. 223)	2019	Calro v. Zane, (	4873
Byrne v. Luning Co., (104 Cal. XVII)	4205	Calro etc. R. Co.	4870
Byrne v. Parish of East Carroll, (45 La. Ann. 392)	4608	Calais v. Whidder	1144
Byrne v. Philadelphia, (211 Pa. 598)	5731	Calder v. Bull,	560
Byrne v. Syracuse, (29 N. Y. S. 912)	5634	Calder v. Walla Walla, (6 Wash. 377)	5694
Byrnes v. Cohoes, (67 N. Y. 204)	3033, 5523, 5557, 5573, 5579	Caldwell <i>Ex parte</i> , (128 Mo. 333)	2163
Byrnes v. Riverton, (54 N. J. L. 210)	1515, 1516	Caldwell v. Alton, (32 Ill. 416)	2144
Byrnes v. St. Paul, (78 Minn. 205)	1131	Caldwell v. Armour, (1 Penn. Del. 545)	1683
Byrns v. Moscow, (31 Idaho 393)	4662, 4723	Caldwell v. Boone, (51 Ia. 687)	5064, 5068
C			
Cabell v. Henderson, (28 Ky. L. Rep. 39)	4543	Caldwell v. Carthage (49 Ohio St. 334)	1080
Cabot v. Britt, (86 Vt. 349)	1373	Caldwell v. Fulton, (31 Pa. St. 475)	2207
Cabot v. Kingman, (166 Mass. 403)	3650, 5486	Caldwell v. George, (96 Miss. 484)	2939, 2941
Caddagan v. Chicago, (130 Ill. App. 472)	5639	Caldwell v. Harrison, (11 Ala. 755)	1302
Cadillac v. Woonsocket Inst. for Savings, (58 Fed. 935)	4823, 4834, 4917, 4918	Caldwell v. Justices of Burke County, (4 Jones Eq. 323)	157,
Cadmus v. Farr, (47 N. J. L. 208)	1297, 1310, 1312	Caldwell v. Lincoln, (19 Neb. 569)	2202, 556, 596
Cadwell v. Connecticut Ry. & Lighting Co., (84 Conn. 450)	3613, 3622	Caldwell v. Nashua, (122 Ia. 179)	4242
Cady v. Barnesville, (4 Ohio Dec. 396)	1628, 2108	Caldwell v. North Carolina, (187 U. S. 622)	1663, 1668, 1675
Cady v. Conger, (19 N. Y. 256)	3327, 3331	Caldwell v. Prunelle, (57 Kan. 511)	1164, 2232, 5064, 5417, 5444
Cady v. San Bernardino, (153 Cal. 24)	2659, 2664, 2679	Caldwell v. Rupert, (10 Bush, Ky., 179)	4187, 4191, 4341, 4393, 4413
Cady v. Seattle, (42 Wash. 402)	3294	Caldwell v. State, (55 Ala. 133)	1558
Cady v. Watertown, (18 Wis. 322)	2740, 4857	Caldwell v. Stewart, (30 Ia. 379)	5223
Cagwin v. Hancock, (84 N. Y. 632)	4873	Caldwell v. Wright, (25 Ill. App. 74)	2774, 5151
Cahill, <i>Ex re</i> , (110 Pa. St. 167)	2287	Calhoun v. Delhi & M. R. Co., (28 Hun, N. Y. 379)	4816, 4854, 4863
Cahill v. Dist. of Columbia, (10 D. C. 419)	4228	Calhoun v. Little, (106 Ga. 336)	1193, 1543, 1556, 5293
Cahill v. Kalamazoo Mut. Ins. Co., (2 Doug. Mich. 124)	1297	Calhoun County Sup'rs. v. Galbreath, (99 U. S. 214)	4619
Cahn v. Metz, (115 App. Div. N. Y. 516)	2542, 4136	California v. Bunceton Tel. Co., (112 Mo. App. 722)	3440, 3457, 4110
	6 McQ.—31	California v. Central Pacific R. Co. (127 U. S. 1)	298, 3260

(References are to Pages.)

California Academy of Sciences v. San Francisco, (107 Cal. 334)	3212	Cambridge v. Smallwood, (27 Ohio Cir. Ct. 302)	1114
California Imp. Co. v. Moran, (128 Cal. 373) 2669, 4471, 4472,	4560	Camden v. Bloch, (65 Ala. 236) 2318, 2381, 2382, 2426, 2429, 2432, 2438, 2439, 2440, 2441,	2442
California Imp. Co. v. Reynolds, (123 Cal. 88) 2660, 2663, 3983,	3984	Camden v. Camden, (77 Me. 530)	2556
California Reduction Co. v. Sani- tary Reduction Works, (126 Fed. 29)	1958, 2611	Camden v. Greenwald, (65 N. J. L. 458)	1187, 1191
California State Telephone Co. v. Alta Tel. Co., (22 Cal. 398)	3411, 3478	Camden v. Mulford, (26 N. J. L. 49) 1531, 1708, 1710, 1726, 2439,	4305
California Steam Nav. Co. v. Wright, (6 Cal. 258)	1600	Camden v. Public Service Ry. Co., (N. J. L. 1912, 82 Atl. 609)	3549
Call v. Chadbourne, (46 Me. 206)	346, 608	Camden v. Public Service Ry. Co., (N. J. L. 82 Atl. 607)	3773
Call Publishing Co. v. Lincoln, (29 Neb. 149)	1107, 1316, 2753	Camden v. Varney, (63 N. J. L. 325)	816, 1147
Callaghan v. Alexandria, (52 La. Ann. 1013)	1481, 4650, 4675	Camden v. Ward, (67 N. J. L. 558)	2641, 4164
Callaghan v. Irvin, (40 Tex. Civ. App. 453)	1012, 1062, 1225	Camden Clay Co. v. New Mar- tinsville, (67 W. Va. 525) 4709,	4741
Callaghan v. McGown, (Tex. 90 S. W. 319)	1015, 1062, 5272	Camden Horse R. Co. v. West Jersey Traction Co., (58 N. J. L. 102)	3428
Callaghan v. Tobin, (40 Tex. Civ. App. 441)	449, 1062, 1225	Camden Iron Works v. Camden, (60 N. J. Eq. 211)	4203
Callahan v. Boston, (175 Mass. 201)	4198	Camden & A. R. Co. v. Atlantic City, (58 N. J. L. 316)	5005
Callahan v. New York, (66 N. Y. 656)	2288, 5169	Cameron's Petition, (50 N. Y. 502)	4465
Callahan v. New York, (6 Daly. 230)	5145	Cameron v. Hicks, (65 W. Va. 484)	1195
Callahan v. Salt Lake City, (Utah 125 Pac. 863)	5486, 5487	Cameron v. Kenyon-Connell C. Co., (22 Mont. 312)	2085
Callam v. Saginaw, (50 Mich. 7) 542, 3900, 4596,	4668	Cameron v. Middough, (57 Mo. App. 312)	2273
Callan v. Wilson, (127 U. S. 540) 2362, 2363, 2364, 2368, 2371,	2374, 2449	Cameron v. School Dist., (42 Vt. '07)	1374
Callanan v. Gilman, (107 N. Y. 360)	1990, 2886, 2887	Cameron v. Stephenson, (69 Mo. 372)	2253, 4948, 5002, 5035
Callanan v. Gilman, (52 N. Y. Sup. 20 Jones & S. 112)	2937	Cameron & Tp. of East Missouri, <i>In re</i> , (13 Up. Can. Q. B. 190)	1478, 1732
Callaway v. Baltimore, (99 Md. 315)	4628	Cameron-Haron Realty Co. v. Albany, (119 N. Y. S. 128)	4172
Callaway v. Mims, (5 Ga. App. 9) 1865,	2417	Cammett v. Haverhill, (197 Mass. 76)	5602, 5608
Callaway County v. Nolley, (31 Mo. 393)	2548	Camp v. Barre, (66 Vt. 563)	3062
Callen v. Columbus Edison Elec- tric Light Co., (66 Ohio St. 166)	2820, 2323, 3648	Camp v. Minneapolis, (33 Minn. 461)	1435, 1809
Callen v. Junction City, (43 Kan. 627)	325, 607	Camp v. Port Alleghany, (11 Pa. Co. Ct. P. 122)	4297
Callen v. Junction City, (41 Kan. 466)	615	Camp Hill, Annexation of, (142 Pa. St. 511)	609, 641
Callender v. Marsh, (1 Pick. Mass. 418)	3907, 4229, 4232	Compagnie Francaise, etc. v. Louisiana State Board of Health, (186 U. S. 380) ..	1699, 1700
Callender v. Patterson, (66 Cal. 356)	4514	Campau v. Bd. of Public Works, (86 Mich. 372)	2795, 3907
Callon v. Jacksonville, (147 Ill. 113)	3035, 4074	Campau v. Detroit, (106 Mich. 414)	4138
Callowhill St., <i>In re</i> , (32 Pa. 361)	3896	Campau v. Langley, (39 Mich. 451)	1553
Calumet & C. Canal & Dock Co. v. Morawetz (195 Ill. 398)	3652	Campbell, <i>Ex parte</i> , (22 S. W. 1020)	4956
Calumet Service Co. v. Chilton, (148 Wis. 334)	3373, 3374, 3375	Campbell, <i>In re</i> , (1 Wash. 287) ..	343
Calwell v. Boone, (51 Ia. 687) 5399,	5416	Campbell v. Board of Police Com'rs., (71 N. J. L. 98)	1206
Cambria St., <i>In re</i> , (75 Pa. St. 357)	1038	Campbell v. Boston, (189 Mass. 7)	5609
Cambria Iron Co v. Union Trust Co., (154 Ind. 291)	2758	Campbell v. Brackett, (45 Ind. App. 293)	784, 820, 5139, 5145
Cambridge v. Cambridge Water- Co., (99 Md. 501)	3553	Campbell v. Bryant, (104 Va. 509)	5039
Cambridge v. Cook, (97 Ia. 599)	3299	Campbell v. Cady, (124 Mich. 683)	5029
Cambridge v. Middlesex, (117 Mass. 79)	4266	Camden v. Camden Village Corp., (77 Me. 530)	264
Cambridge v. Munroe, (126 Mass. 496)	1963	Campbell v. Chicago, etc. R. Co., (86 Ia. 587)	1665
Cambridge v. Railroad Comrs., (153 Mass. 161)	3917	Campbell v. Cincinnati, (49 Ohio St. 46) 1308, 1310, 1338, 1340, 1341,	4060

TABLE OF CASES.

5827

(References are to Pages.)

Campbell v. Clark, (44 Mo. App. 249)	5201	Canal St., <i>In re</i> , (11 Wend. N. Y. 154)	8972
Campbell v. Dist. of Columbia, (19 App. Cas. D. C. 181) 1954, 1956		Canal & Charles Sts., <i>In re</i> , (18 R. I. 129)	4029
Campbell v. Elkins, (58 W. Va. 308)	2816, 5687, 5780	Canandaigua v. Foster, (156 N. Y. 354)	1754
Campbell v. Elma Tp., (13 Up. Can. Com. Pleas, 296)	803	Canandaigua v. Hayes, (85 N. Y. S. 488)	4816, 4851
Campbell v. Evans, (45 N. Y. 356) 2055		Canaseraga v. Green, (88 N. Y. S. 539)	1046, 1050
Campbell v. Hale (25 N. J. L. 324)	3898	Canastota Knife Co. v. Newington Tramway Co., (69 Conn. 146)	3617
Campbell v. Indianapolis, (155 Ind. 186)	4698	Canavan v. Oil City, (188 Pa. 611)	5701, 5717, 5718
Campbell v. Kalamazoo, (80 Mich. 655)	5595, 5726	Candia v. French, (8 N. H. 133) 5095	
Campbell v. Kansas City, (102 Mo. 326)	1940, 3204, 3335	Canepa v. Birmingham, (92 Ala. 358)	2062
Campbell v. Kenosha, (5 Wall U. S. 194)	539, 4625, 4868	Canfield v. Brobst, (71 Ohio St. 42)	2444
Campbell v. New Orleans, (12 La. Ann. 34)	5033	Canfield v. East Stroudsburg, (19 Pa. Super. Ct. 649) N.	5724
Campbell v. Paris, etc. R. Co., (71 Ill. 611)	878	Canman v. St. Louis, (97 Mo. 92)	2948
Campbell v. Philadelphia (230 Pa. St. 516)	4262	Cannelton v. Bush, (45 Ind. App. 638)	5544
Campbell v. Philadelphia (108 Pa. St. 800)	4251	Cannelton v. Collins, (172 Ind. 193)	2119
Campbell v. Providence, (9 R. I. 262)	2033	Canniff v. New York, (4 E. D. Smith, N. Y. 430) .. 411, 1038,	1321
Campbell v. St. Louis, (71 Mo. 106)	5139	Cannon v. Lewis, (18 Mont. 402) 5753	
Campbell v. St. Louis & Sub. Ry. Co., (175 Mo. 161) 1787, 1839, 1840, 1849		Cannon v. Nelson, (83 Ia. 242) .. 5372	
Campbell v. Seaman, (63 N. Y. 568)	1915	Cannon v. New Orleans, (20 Wall U. S. 577) .. 888, 889, 892, 1439,	4578
Campbell v. Southern Bithullthic Co., (32 Ky. L. Rep. 799) 2664, 2696		Cannon v. St. Joseph, (67 Mo. App. 367)	5577
Campbell v. Stanberry, (85 Mo. App. 159)	5714	Canosia v. Grand Lake Tp., (80 Minn. 357)	699
Campbell v. Stillwater, (32 Minn. 308)	5608, 5774	Canova v. Williams, (41 Fla. 509)	1747, 2190, 2233
Campbell v. Summer County, (64 Kan. 376)	2769	Canter v. St. Joseph, (126 Mo. App. 629)	5738
Campbell v. Thomasville, (6 Ga. App. ..212) 1710, 1744, 1872, 2123		Canterbury v. Kansas City, (149 Mo. App. 520) 5697, 5742,	5752
Campbell v. Thomson, (16 Me. 117)	2324, 2330	Cantini v. Tillman, (54 Fed. 969)	879
Campbell v. Upton, (113 Mass. 67)	5152, 5156	Canto, <i>Ex parte</i> , (21 Tex. App. 61)	1841, 2137, 2140
Campbell v. Vanceburg, (30 Ky. L. R. 1340)	3064, 5523	Canton v. Baltimore, (104 Md. 582)	3284
Campbell v. Wainright, (50 N. J. L. 555)	339	Canton v. Dawson, (71 Mo. App. 235)	2114
Campbell v. Wolfender, (74 N. C. 103)	1281	Canton v. Dewey, (71 Ill. App. 346)	5703
Campbell's Adm'x. v. Montgomery (58 Ala. 527) .. 5063, 5066,	5664	Canton v. Ligon, (71 Mo. App. 407)	1555, 1843
Campbell County Court v. Newport, (12 B. Mon. Ky. 538) .. 3331		Canton v. Madden, (120 Mo. App. 404)	1814, 2383
Campbellsburg v. Odewalt, (24 Ky. L. R. 1717)	1623	Canton v. Nist, (9 Ohio St. 439) 1423, 1910,	2127
Campbellsville v. Morgan, (150 S. W. Ky. 521)	5629	Canton v. Shock, (66 Ohio St. 19) 5659	
Campion v. Buffalo, (8 N. Y. St. Rep. 329)	2064, 2071	Canton v. Wagner, (54 Ohio St. 329)	3979
Canaan v. Derush, (47 N. H. 212) 579		Canton Cotton Warehouse Co. v. Potts, (69 Miss. 31) 2936, 2942,	2954
Canaan v. Enfield Fire District, (74 N. H. 517)	5014	Cantrell v. Clark County, (47 Ark. 239)	5097
Canadian Pac. R. Co., <i>In re</i> , (25 Ont. App. 75)	265	Cantril v. Sainer, (59 Ia. 26) 1489, 1747, 1749,	2124
Canadian Pacific R. Co. v. Moosehead Tel. Co., (106 Me. 363) .. 3640		Capdevielle v. New Orleans, S. F. R. Co., (110 La. 904) 1712, 1908,	3532
Canajoharie v. Buel, (43 How. Pr. N. Y. 155)	1602	Cape Girardeau v. Buehrmann, (148 Mo. 128)	5026
Canal Bank v. Albany, (9 Wend. N. Y. 244)	4464	Cape Girardeau v. Campbell, (26 Mo. App. 12)	880, 890, 1439
Canal & C. St. R. Co. v. Hart, (114 U. S. 654)	5190, 5191	Cape Girardeau v. Fougau, (30 Mo. App. 551)	1393, 1395, 1416, 1500, 1519
Canal, etc. Street R. Co. v. New Orleans, (39 La. Ann. 709) 3488, 3489		Cape Girardeau v. Houck, (129 Mo. 607) 1478, 3943, 3945,	4290

(References are to Pages.)

Cape Girardeau v. Riley, (72 Mo. 820)	1574, 1577, 1705, 2252,	4965
Cape Girardeau v. Riley, (52 Mo. 424)		1493
Cape May v. Cape May, etc. R. Co., (50 N. J. L. 224)	1483, 1515, 2001, 2095,	2922
lay Transp.		
10) ..	1812,	5020
Do. v. Cape		
565)		2513
Pipe Co. v.		
L. 354) 2699,	4173	
Pipe Co. v.		
a. 243 4194,	5126	
Pipe Co. v.		
N. W. Ia.		
.....	4134,	4132
light Co. v.		
547)		2760
Co. v. Des		
29)		
2632, 2730,	2753	
Capital City Light & Fuel Co. v. Tallahassee, (43 Fla. 463)	3413, 3415,	3421
Capital City Light & Fuel Co. v. Tallahassee, (186 U. S. 401) ..		2500
Capital City Water Co. v. Board of Revenue of Montgomery County, (117 Ala. 302)		2554
Capital City Water Co. v. Carey, (99 Ala. 529)		2781
Capital City Water Co. v. Mont-gomery, (92 Ala. 266)		2725
Capital City Water Co. v. State, (105 Ala. 406)		2771
Capital Gas & Electric Light Co. v. Gaines, (30 Ky. L. Rep. 1464)		2692
Capital Gas Co. v. Young, (109 Cal. 140)	2752,	2753
Capital Printing Co. v. Hoey, (124 N. C. 787)		2707
Capital Traction Co. v. Hof, (174 U. S. 1)		2373
Capps v. Citizens' Nat. Bank, (Tex. Civ. App. 134 S. W. 809)	4630,	4632
Capron v. Hitchcock, (93 Cal. 427)		1106
Capron v. Taunton, (196 Mass. 41)		1215
Caraker v. Matthews, (25 Ga. 571)		955
Carbondale v. Vail, (2 Del. Co. Ct. R. 357)		2196
Carbondale v. Wade, (106 Ill. App. 654) 314, 322, 1331, 2206,		2209
Carbondale v. Walker, (240 Ill. 18)	3923, 3972, 4022,	4027
Carbondale Tp., Appeal of, (5 Pa. Co. Ct. 422)		646
Carder v. Fayette, (16 Ohio St. 253)		573
Carey v. East Saginaw, (79 Mich. 73)	4111, 4204,	4205
Carey v. Kansas City, (137 Mo. 715)		5512
Carey v. St. Louis County, (38 Minn. 218)		703
Carey v. Washington, (Fed. Cas. No. 2404)		1901
Carey Salt Co. v. Hutchinson, (72 Kan. 99)		4094
Carlill v. Duffv, (128 Fed. 721) ..		414
Carl v. Sheboygan & F. D. L. R. Co., (46 Wis. 625)		2609
Carland v. New Orleans, (18 La. Ann. 43)		4159
Carle v. De Soto, (63 Mo. Ann. 161)	1171,	1185
Carleton v. Darcey, (50 N. Y. 566)		2527
Carleton v. People, (10 Mich. 250)	237, 1045,	1236
Carleton v. Rugg, (149 Mass. 550)		1929
Carleton v. Washington, (33 Kan. 726)	2465, 2467,	4616
Carl v. Stillwater St. Ry. & P. Co., (38 Minn. 373)		2616, 2624
Carlin v. Cavender, (56 Mo. 286) ..	4041, 4095, 4157,	4152
Carlisle v. Shallenberger, (13 Pa. Co. Ct. Rep. 145)		1231, 1232
Carling v. Hoboken, (64 N. J. L. 323)		4523
Carling v. Jersey City, (71 N. J. L. 154)	835, 1150,	5079
Carlville v. Castle, (177 Ill. 105)		2340
Carlville v. McClure, (156 Ill. 492)	2962, 2962,	4674
Carlisle v. Baker, (1 Yeates Pa. 471)		2422
Carlisle v. Heckinger, (104 Ky. 281)		1545
Carlisle v. Marshall, (36 Pa. St. 397)		5901
Carlisle v. Saginaw, (84 Mich. 134)	1052, 5227,	6251
Carlisle v. Secrest, (25 Ky. L. Rep. 326)		5762
Carlisle v. Wilson, (110 Ga. 266) ..		2309
Carlisle Gas & Water Co. v. Car-lisle, (218 Pa. 554)		2511, 2517
Carlisle Gas & Water Co. v. Car-lisle Water Co., (162 Pa. St. 17)		2793, 2821
Carl v. Northport, (42 N. Y. S. 576) 4229, 4247, 4282, 5523, 5571,		5573
Carlson v. Helena, (39 Mont. 32)	320, 3474, 3375, 4646, 4647, 4653, 4659, 4661, 4677, 4693 4719 4799, 4824, 4844, 4923,	5240
Carlson v. New York, (134 N. Y. S. 661)		5714
Carlson v. People, (113 Ill. App. 592)		5239
Carlson v. Segog, (60 Minn. 498) ..		2295
Carlton v. Salem, (103 Mass. 141) ..		5317
Carlton St., In re, (16 Hun. N. Y. 497) ..	1236, 1364, 1367, 1373,	1275
Carlyle v. Clinton County, (140 Ill. 612)	4044, 4045,	4046
Carlyle v. Carlyle Light & Pow-er Co., (52 Ill. App. 577)		2722
Carlyle Water L. & P. Co. v. Carlyle, (31 Ill. App. 325)	2729, 3425, 4012,	4724
Carmichael v. McCourt, (27 Ohio Cir. Ct. 775)		2706
Carmichael v. Texarkana, (94 Fed. 561)		2049
3052, 4245, 5547, 5549, 5550,		5563
Carnel v. Lynch, (91 Va. 114)		2972
Carney v. Chillicothe Water & L. Co., (76 Mo. App. 532) ..	2692,	2697
Carney v. Marselles, (136 Ill. 401)	312, 4984, 5367,	5629
Carney v. Neeley, (60 Kan. 672) ..		1779
Carney v. Whelan, (147 Mich. 15)		1153
Carondelet v. Wolfert, (39 Mo. 205)		1500
Carpenter v. Bristol County, (21 Pick. Mass. 258)		5236
Carpenter v. Capital Electric Co., (178 Ill. 29)	2792,	2643
Carpenter v. Central Covington, (119 Ky. 785)	664,	701
Carpenter v. Cohoes, (81 N. Y. 21)	5238,	5620

TABLE OF CASES.

5829

(References are to Pages.)

Carpenter v. Graber, (66 Tex. 465)	3348	Carroll v. St. Louis, (12 Mo. App. 444)	2380
Carpenter v. Greene, (130 Ala. 613)	4987	Carroll v. Siebenthaler, (37 Cal. 193)	1115
Carpenter v. Hoboken, (33 N. J. Eq. 27)	3867	Carroll v. Smith, (111 U. S. 556)	4907
Carpenter v. Lambert, (29 Ky. L. Rep. 183)	5038	Carroll & Beall v. Tuscaloosa, (12 Ala. 173)	5330
Carpenter v. Lathrop, (51 Mo. 483)	4905	Carroll v. Wall, (35 Kan. 36)	1286, 1295
Carpenter v. Mills, (29 How. Pr. N. Y. 473)	2320	Carroll v. Wright, (131 Ga. 728)	2241
Carpenter v. New York, (115 N. Y. App. Div. 552)	545	Carroll's Adm'r v. Louisville, (117 Ky. 758)	5721
Carpenter v. Nixon, (5 Hill. N. Y. 260)	2371	Carrollton v. Bazzette, (159 Ill. 284)	1574, 1601, 1604, 1670, 1679, 2190, 2230, 2382
Carpenter v. Pennsylvania R. Co., (195 Pa. 160)	3004	Carrollton v. Clark, (21 Ill. App. 74)	1288, 1285, 1286, 1293, 1305
Carpenter v. People, (8 Colo. 116)	271, 431, 1004, 1797	Carrollton v. Rhomberg, (78 Mo. 547)	2380
Carpenter v. Reliance Realty Co., (103 Mo. App. 480)	797, 2064	Carrollton Furniture Mfg. Co. v. Carrollton, (104 Ky. 525)	5511
Carpenter v. St. Paul, (23 Minn. 232)	2670, 4305, 4342, 4508	Carron v. Martin, (26 N. J. L. 594)	782, 2439, 3989, 4569
Carpenter v. Yeadon Borough, (208 Pa. 396)	2609, 2612	Carskadden v. South Bend, (141 Ind. 596)	1759, 2482
Carpenteria School Dist. v. Heath, (56 Cal. 478)	3205	Carson v. Alleghany City, (213 Pa. 537)	4531
Carr v. Augusta, (124 Ga. 116)	2122	Carson v. Bloomington, (6 Ill. App. 481)	1554, 1609, 2417
Carr v. Conyers, (84 Ga. 287)	1543, 1557	Carson v. Forsyth, (94 Ga. 617)	2241, 2249
Carr v. District Court, (147 Ia. 663)	379	Carson v. Genesee, (9 Idaho, 244)	5591, 5753
Carr v. Dooley, (122 Mass. 255)	3028, 3940, 3953	Carson v. Hartford, (48 Conn. 68)	3150
Carr v. McCampbell, (61 Ind. 97)	5381	Carson v. McPhetridge, (15 Ind. 327)	924
Carr v. Northern Liberties, (35 Pa. St. 324)	838, 3037, 3048, 5527, 5539	Carson v. St. Francis Levee Dist., (59 Ark. 513)	4005
Carr v. St. Louis, (9 Mo. 191)	1148, 1421	Carson v. St. Joseph, (91 Mo. App. 324)	4256
Carr v. State, (111 Ind. 101)	1230	Carson v. Sewerage Com'rs, (175 Mass. 242)	3057
Carrick v. Southern Power Co., (57 N. C. 378)	5492	Carson v. Springfield, (53 Mo. App. 289)	4284, 4285, 5528
Carrie v. Shawangunk, (10 Fed. 220)	4877, 4903	Carson v. State, (145 Ind. 348)	1061
Carriger v. Morristown, (1 Lea, Tenn. 243)	666, 4850	Carson's Admr. v. De Zarne, (28 Ky. L. Rep. 761)	1186, 1188
Carriger & Robertson v. Morristown, (1 Lea, 116)	5015	Carstens v. Fond du Lac, (137 Wisc. 465)	5312
Carrington v. St. Louis, (89 Mo. 208)	416, 943, 5066, 5395, 5400, 5503, 5722, 5726, 5727	Carstesen v. Stratford, (67 Conn. 428)	5639
Carrithers v. Shelbyville, (126 Ky. 769)	599	Carswell v. Hudson Valley R. Co., (125 N. Y. S. 24)	3437
Carroll v. Campbell, (108 Mo. 550)	508, 896, 1745	Carswell v. Wilmington, (2 Marv. Del. 360)	5739, 5760
Carroll v. Campbell, (110 Mo. 557)	896, 3414, 3416	Carter, <i>In re</i> , (141 Cal. 316)	1249
Carroll v. Connor, (93 N. Y. S. 1077)	3027	Carter v. Barkley, (137 Ia. 510)	3244
Carroll v. Eaton, (2 Mo. App. 479)	4486	Carter v. Bridge Proprietors, (104 Mass. 236)	532, 538
Carroll v. Elmwood, (88 Neb. 352)	2870	Carter v. Cemansky, (126 Ia. 506)	4520, 4522, 4563
Carroll v. Irvington, (50 N. J. L. 361)	3899, 3922	Carter v. Chicago, (57 Ill. 283)	2004, 2993
Carroll v. Lynchbug, (84 Va. 803)	2068, 2071	Carter v. Dow, (16 Wis. 298)	2058, 2270
Carroll v. Marshall, (99 Mo. App. 464)	4267	Carter v. Dubuque, (35 Ia. 416)	4583, 4747
Carroll v. O'Connor, (137 Ind. 622)	1374	Carter v. Durango, (16 Colo. 534)	1210, 1215, 1230, 1251
Carroll v. Philadelphia, (183 Pa. 55)	2656, 5195	Carter v. Hornback, (139 Mo. 238)	949, 950
Carroll v. Philadelphia, (6 Pa. Dist. Rep. 397)	4291	Carter v. McFarland, (75 Ia. 196)	1326
Carroll v. St. Louis, (4 Mo. App. 191)	1926, 5414	Carter v. Monticello, (68 Ia. 178)	5734
Carroll v. St. Louis, (5 Mo. App. 584)	4191	Carter v. Nunda, (66 N. Y. S. 1059)	5758
		Carter v. Phillips, (49 Mo. App. 319)	5202
		Carter v. Portland, (4 Ore. 339)	3220

(References are to Pages.)

Carter v. Rahway, (55 N. J. L. 177)	5593	Case v. Johnson, (70 Ind. 31)	2670
Carter v. Rahway, (57 N. J. L. 196)	5596	Case v. Mobile, (30 Ala. 538)	1814, 2335
Carter v. Sinton, (120 U. S. 517)	4803, 4823	Case v. Sullivan, (222 Ill. 56) ..	4850
Carter v. Western Union Tel. Co., (141 N. C. 374)	3657	Case v. Trenton, (76 N. J. L. 696)	2674, 2691, 2701
Cartersville v. Baker, (73 Ga. 686)	3476, 3888	Case v. Waverly, (36 Ia. 545) ..	5674
Cartersville v. Cook, (29 Ill. App. 495)	5768	Casey v. Auburn Tel. Co., (131 N. Y. S. 1)	5724
Cartersville v. Lanham, (67 Ga. 753)	1432, 1552, 2053, 2056, 2057	Casey v. Dedman, (191 Mass. 370)	1505
Cartersville Improvement Gas & Water Co. v. Cartersville, (89 Ga. 683)	2727, 4649, 5012	Casey v. Fitchburg, (162 Mass. 321)	5754
Cartersville Waterworks Co. v. Cartersville, (89 Ga. 689) ..	2727, 5040	Casey v. Lincoln Nat. Bank, (82 N. Y. S. 525)	4765
Carthage v. Bird, (146 Mo. App. 325)	2306, 2307	Casey v. Malden, (163 Mass. 507)	5758
Carthage v. Block, (139 Mo. App. 386)	1745, 1894, 1896, 2126	Casey v. People, (132 Ill. 546) ..	4829, 4830
Carthage v. Buckner, (4 Ill. App. 317)	1916	Casgrain v. Milwaukee, (81 Wis. 113)	4180
Carthage v. Burton, (51 Tex. Civ. App. 195)	364, 695	Cash v. Douglasville, (94 Ga. 557)	663
Carthage v. Carthage Light Co., (97 Mo. App. 20)	1510, 3399, 3478, 3807, 3892, 4008	Cashman v. Boston, (190 Mass. 215)	4179
Carthage v. Central New York Tel. & Tel. Co., (185 N. Y. 448)	3382, 3547	Casinello, <i>Ex parte</i> , (62 Cal. 538)	1954, 1961
Carthage v. Diekmeyer, (30 Ohio Cir. Ct. Rep. 806)	4025	Caskey v. Greensburgh, (78 Ind. 233)	1037, 4054, 4297
Carthage v. Duvall, (105 Ill. App. 123)	1917	Caskey v. La Belle, (101 Mo. App. 590)	5758
Carthage v. First Nat. Bank, (71 Mo. 508)	2195	Cason v. Lebanon, (153 Ind. 567)	4117, 4293, 4304, 4365, 4426
Carthage v. Frederick, (122 N. Y. 268)	1410, 1883, 1897, 1926, 1989, 1990, 2805	Cason v. Quinby, (60 Fla. 35) ..	2213
Carthage v. Garner, (209 Mo. 688)	854, 3404, 3538, 3539, 5589	Cason v. Ottumwa, (102 Ia. 99) ..	5690
Carthage v. Munsell, (203 Ill. 474)	1921	Caspary v. Portland, (19 Ore. 496)	206, 5395, 5400, 5405
Carthage v. Rhodes, (101 Mo. 175)	2058, 2270	Cass v. Banks, (44 Mich. 467) ..	3203, 3286, 3301
Cartwright v. Gray, (12 Grant's Ch. 399)	1969	Cass v. Bellows, (31 N. H. 501) ..	1384
Cartwright v. Liberty Telephone Co., (205 Mo. 126)	2818, 2819, 2850, 2868, 2869	Cass v. Dillon, (2 Ohio St. 607) ..	314, 455, 874, 1779
Carty's Adm'r v. Winooski, (78 Vt. 104)	5454	Cass v. Jack, (49 Mo. 196)	552
Caruthersville v. Palsgrove, (155 Mo. App. 564)	2306	Cass v. Johnston, (95 U. S. 360)	925, 926, 928
Carver v. Dawson, (99 Ga. 7) ..	927	Cass v. People, (166 Ill. 126) ..	4064
Carvin v. St. Louis, (151 Mo. 334)	1471, 5601, 5691, 5730	Cass v. Ross, (46 Ind. 404)	1267, 2590
Cary v. Blodgett, (10 Cal. App. 463)	780, 3815, 3844, 4022, 4665	Cass v. Wilbarger County, (25 Tex. Civ. App. 52)	4895
Cary Library v. Bliss, (151 Mass. 364)	503, 530, 542, 2499	Cass Farm Co. v. Detroit, (181 U. S. 396)	4332
Cary v. Chicago, (60 Ill. App. 341)	5487	Cass Farm Co. v. Detroit, (124 Mich. 433)	2661, 2681, 4022, 4332
Cary v. North Plainfield, (49 N. J. L. 110)	2252	Cassell v. Lexington, H. & P. Turnpike Co., (10 Ky. L. Rep. 486)	1739
Cary v. Pekin, (88 Ill. 154)	5008	Casserly v. Alameda, (153 Cal. 170)	3243
Casby v. Thompson, (42 Mo. 133) ..	1720, 5219	Cassidy v. Bangor, (61 Me. 434) ..	1326, 4031
Cascade County v. Great Falls, (18 Mont. 537)	2799	Cassidy v. Covington Co., (12 Ky. L. Rep. 980)	3896, 4009, 4010, 4012
Cascaden v. Waterloo, (106 Ia. 673)	672, 1396, 1402, 1454, 1455, 1759, 1795, 5359	Cassidy v. St. Joseph, (152 S. W. 306)	5381, 5430, 5438
Case v. Fowler, (65 Ind. 29)	2661, 2670, 2671	Cassidy v. Sullivan, (75 Neb. 847)	3287
Case v. Frey, (24 Mich. 251)	2981	Cassin v. Zavalla County, (70 Tex. 419)	1320
Case v. Hall, (21 Ill. 632)	1553, 2342	Cassville v. Jimerson, (75 Mo. pp. 426)	2306, 2353
Case v. Johnson, (91 Ind. 477)	1105, 3973, 3987, 4414	Castle v. Bell Tel. Co., (63 N. Y. S. 482)	3650
		Castleberry v. Atlanta, (74 Ga. 164)	2864
		Castleton v. Langdon, (19 Vt. 210)	2498, 2512, 5171
		Castner v. Minneapolis, (92 Minn. 84)	804, 4591, 4602
		Castor v. Philadelphia, (26 Leg. Ind. 189)	5030

TABLE OF CASES.

5831

(References are to Pages.)

Caswell v. Hazard, (10 R. I. 490)	855, 856
Caswell v. Marsac, (99 Mich. 417)	1351, 1527
Caswell v. Worth, (5 El. & B. 848)	1461
Cate v. Martin, (69 N. H. 610)	1031
Cate v. Martin, (70 N. H. 135) ..	1505
Cate v. Thayer, (3 Me. 71)	591
Cater v. Northwestern Tel. Ex. Co., (60 Minn. 539) ..	2839, 3638, 3639
Cathers v. Moores, (78 Neb. 13) ..	2625, 5173, 5326, 5332, 5333, 5334
Catlettsburg v. Kinner, (18 Bush. Ky. 334)	3948, 5292
Catlettsburg v. Self, (115 Ky. 669)	4357, 4724
Catholic Church v. Tobbein, (82 Mo. 418)	362
Caton v. Sedalia, (62 Mo. App. 227)	5633
Catterlin v. Frankfort, (87 Ind. 45)	628, 641, 643, 647
Cattermole v. Ionia Circuit Judge, (136 Mich. 274)	5270
Catlett v. People, (151 Ill. 16) ..	297, 350
Cauble v. Craig, (94 Mo. App. 675)	894
Caulfield v. Jersey City, (63 N. J. L. 148)	1227
Caulfield v. State, (1 S. C. 461) ..	912, 1231
Caulston v. Baltimore, (109 Md. 271)	5002
Cauthorn v. State, (43 Ark. 128) ..	2323
Cavanaugh v. Boston, (139 Mass. 426)	1963, 4225, 5439
Cavane v. Milan, (99 Mo. App. 672)	1158, 1841, 1847, 1848
Caven v. Coleman, (100 Tex. 467)	1024, 2259
Cavender v. Charleston, (62 W. Va. 654)	832, 2786, 3903, 5629
Caverly v. Lowell, (1 Allen, Mass. 289)	1145
Caverly-Gould Co. v. Springfield, (83 Vt. 396)	5013, 5016
Cawker v. Central Bitulithic Paving Co., (140 Wis. 25) ..	2623, 2746
Cawker v. Milwaukee, (133 Wis. 35)	2647, 5326, 5345, 5372
C. B. Nash Co. v. Council Bluffs, (174 Fed. 182)	4667, 4688, 4738
Cech v. Cedar Rapids, (147 Ia. 247)	4288, 4286
Cedar Rapids, <i>In re</i> , (85 Ia. 39) ..	3939, 4023, 4024
Cedar Rapids v. Bechtel, (110 Ia. 196)	4716, 4708, 4720
Cedar Rapids Gas-Light Co. v. Cedar Rapids, (223 U. S. 665) ..	3722
Cedar Rapids Gaslight Co. v. Cedar Rapids, (144 Ia. 426) ..	3727, 3728, 3739, 3741, 3752, 3655, 3754, 3755, 3757, 3760, 3763
Cedar Rapids, etc. Co. v. Carroll County, (41 Ia. 153)	5362
Cedar Rapids, etc. R. Co. v. Cummins, (125 Ia. 430)	8627
Cedar Rapids, etc. Ry. Co. v. Redmond, (120 Ia. 601)	5029
Cedar Rapids Water Co. v. Cedar Rapids, (118 Ia. 234) ..	1537, 2569, 2734, 2745, 3363, 3482, 3485, 3490, 3728, 3752, 3755, 3766
Cedar Rapids Water Co. v. Cedar Rapids, (117 Ia. 250) ..	2585, 2605, 3684
Cedar Rapids Water Co. v. Cedar Rapids, (117 Ia. 250) ..	2585, 2605, 3684
Cedar Springs v. Schlich, (81 Mich. 405)	4887
Cedartown v. Brooks, (2 Ga. App. 583)	5588
Cemansky v. Fitch, (121 Ia. 186) ..	4488, 4490
Cemetery Ass'n v. Meninger, (14 Kan. 312)	3208, 3287
Center School Tp. v. State, (150 Ind. 168)	5162
Centerville v. Fidelity Trust & Guaranty Co., (118 Fed. 332) ..	1510, 3431, 3892, 4713
Centerville v. Jenter, (25 S. D. 314)	3223
Centerville v. Miller, (57 Ia. 56) ..	1546, 2162
Centerville v. Miller, (51 Ia. 712) ..	1908, 2311, 2312
Centerville v. Olsen, (16 S. D. 526)	2306, 2430
Central v. Brown, (2 Colo. 703) ..	4776
Centerville v. Woods, (57 Ind. 192)	358, 1994, 2001, 5739
Central v. Sears, (2 Colo. 588) ..	1039, 1057, 1121, 1123, 1156, 1393, 1395, 1396, 1399, 1499, 1517
Central v. Wilcoxon, (3 Colo. 566)	4775
Central Bithulithic Pav. Co. v. Highland Park, (64 Mich. 223) ..	4175
Central Bithulithic Pav. Co. v. Manistee Circuit Judge, (132 Mich. 126)	5355
Central Bithulithic Pav. Co. v. Mt. Clemens, (143 Mich. 259) ..	2606, 4143, 4148, 4155
Central Branch U. P. R. Co. v. Smith, (23 Kan. 745) ..	4604, 4879, 4887
Central Bridge Corp. v. Lowell, (15 Gray, Mass. 106) ..	354, 1263, 1266
Central Bridge Corp. v. Lowell, (4 Gray, Mass. 474)	4303
Central Covington v. Belser, (122 Ky. 715)	5525, 5545
Central Covington v. Park, (21 Ky. L. Rep. 1847)	4394, 5009
Central Crosstown R. Co. v. Metropolitan St. R. Co., (44 N. Y. S. 752)	3443, 3474
Central Electric Co. v. Street Lighting District, (71 N. J. L. 403)	3682
Central of Georgia Ry. Co. v. Bond, (111 Ga. 13) ..	1430, 1839, 1849, 2409
Central of Georgia Ry. Co. v. Murphey & Hunt, (116 Ga. 863)	1698
Central Irrigation Dist. v. De Lappe, (79 Cal. 351) ..	255, 589, 1511
Central Market Co. v. Erie, (44 Pa. Super. Ct. 191)	2134
Central Park, <i>In re</i> , (63 Barb. N. Y. 282)	3117, 3136, 3901, 3906, 3976, 4312, 4317
Central Park Com'rs, <i>In re</i> , (51 Barb. N. Y. 277)	2539
Central Park Extension, <i>In re</i> , (16 Abb. Pr. N. Y. 56)	3077
Central R. Co. v. Bayonne, (49 N. J. L. 313)	4436
Central R. Co. v. Elizabeth, (35 N. J. L. 359)	3280
Central R. Co. v. Jersey City, (199 Fed. 237)	5040
Central R. Co. v. Thompson, (76 Ga. 770)	1849

(References are to Pages.)

Central R. & Banking Co. v. Brunswick & W. R. Co., (87 Ga. 386)	1429	Chamberlain v. Evansville, (77 Ind. 542)	4012
Central R. & Banking Co. v. Gamble, (77 Ga. 584)	360	497, 799, 1571, 1779, 1797,	
Central R. & Banking Co. v. Smith, (78 Ga. 694)	1849	Chamberlain v. Hoboken, (38 N. J. L. 110)	1521, 2574
Central Ry. & Electric Co., <i>In re</i> , (67 Conn. 197)	3448, 3452	Chamberlain v. Iowa Tel. Co., (119 Ia. 619)	2790, 3380, 3381
Central Savings Bank v. Baltimore, (71 Md. 515)	1831, 3985	Chamberlain v. Kansas City, (125 Mo. 430)	1141, 1143, 1400
Central Transp. Co. v. Pullman Palace Car Co., (139 U. S. 24)	2586	Chamberlain v. Litchfield, (56 Ill. App. 652)	1833, 2050, 2051, 2377
Central Trust Co. v. Municipal Traction Co., (169 Fed. 308)	3492	Chamberlain v. Oshkosh, (84 Wis. 289)	5696, 5702
Central Trust Co. v. Wabash R. R. Co., (29 Fed. 546)	3686	Chamberlain v. Tampa, (40 Fla. 74)	5042, 5176, 5316
Central Trust Co. v. Wabash R. Co., (27 Fed. 14)	5026	Chamberlain v. Tecumseh, (43 Neb. 221)	2347
Central Union Tel. Co. v. Conneaut, (167 Fed. 274)	5703	Chamberlain of London v. Compton, (7 Dow. & R. 597)	1575
Central Union Tel. Co. v. Hopper, (124 Ind. 600)	3782	Chambers v. Barnsville, (89 Ga. 739)	1545, 2423
Central Union Tel. Co. v. State, (123 Ind. 113)	3579	Chambers v. Braddock Borough, (34 Pa. Super. Ct. 407)	5617
Central Union Tel. Co. v. State, (118 Ind. 194)	3579, 3782	Chambers v. Cleveland & S. W. Traction Co., (27 Ohio Cir. Ct. Rep. 193)	3654
Central Union Tel. Co. v. Swoveland, (14 Ind. App. 341)	3590, 3655	Chambers v. Roanoke Industrial & Agricultural Ass'n, (111 Va. 254)	2911, 3313
Centralla v. Baker, (36 Ill. App. 46)	5743	Chambers v. St. Joseph, (33 Mo. App. 536)	1631, 4191
Centralla v. Norton & Co., (140 Ill. App. 46)	2631	Chambers v. St. Louis, (29 Mo. 543)	205, 362, 383, 830, 904, 1715, 2461, 2488, 2489, 2490, 2496, 2505, 2507, 2508, 5090, 5102
Centralla v. Smith, (103 Mo. App. 438)	848, 1908, 2086, 2409	Chambers v. Satterlee, (40 Cal. 497)	3982, 4009, 4131, 4506
Centre Street, <i>In re</i> , (115 Pa. St. 247)	4342, 4453, 4538	Chambers v. State, (127 Ind. 365)	1000
Certain Land in Lawrence, <i>In re</i> , (119 Fed. 453)	3144	Chambers' Adm'r v. Ohio Life Ins. Co., (1 Disney, Ohio, 327)	1468
Chacey v. Fargo, (5 N. D. 173)	5769	Chambersburg Borough v. Chambersburg Gas Co., (38 Pa. Super. Ct. 311)	2223
Chad v. Tilsed, (5 J. B. Moore, 185)	816	Chambersburg v. Manko, (39 N. J. L. 496)	1999
Chadbourn v. New Castle, (48 N. H. 196)	534, 5465, 5468	Champaign v. Forrester, (29 Ill. App. 117)	5448
Chaddock v. Day, (75 Mich. 527)	2230, 2281	Champaign v. Harmon, (98 Ill. 491)	2459, 2463, 2471, 2487, 2488, 5037
Chadron v. Glover, (43 Neb. 732)	5625	Champaign v. McInnis, (26 Ill. App. 38)	5623
Chaffee v. Aiken, (57 S. C. 507)	2972, 2974, 2977, 3266, 3301, 3306, 3316	Champaign v. Patterson, (50 Ill. 61)	5627
Chaffee's Appeal, (56 Mich. 244)	3081	Champaign v. Church, (62 Ohio St. 318)	5467, 5470
Chaffee v. Granger, (6 Mich. 51)	1499, 1501, 4185, 4632, 5339	Champer v. Greencastle, (138 Ind. 339)	781, 794, 1571, 1574, 1904, 2119, 2120
Chaffee v. Potter, (142 U. S. 355)	4912, 4913	Champion v. Crandon, (84 Wis. 405)	5571
Chafin v. Waukesha County, (62 Wis. 463)	2307, 2311	Champlain v. McCrea, (165 N. Y. 264)	4654
Chahoon v. Commonwealth, (21 Gratt. Va. 322)	2288, 2294	Champlin v. Pen Yan, (34 Hun, N. Y. 33)	5681
Chalfant v. State, (37 Ohio St. 60)	5101, 5103, 5104	Champlin v. New York, (3 Paige, N. Y. 573)	4289, 4292, 4293
Chalkley v. Richmond, (88 Va. 402)	5526, 5543, 5578	Chan v. South Omaha, (85 Neb. 434)	4005
Challiss v. Atchison Union Depot & R. Co., (45 Kan. 398)	3011	Chance v. Portland, (26 Ore. 286)	4150
Challiss v. Davis, (56 Mo. 25)	508	Chancellor of State v. Van Hovenberg, (45 Atl. N. J. 439)	5019
Challiss v. Parker, (11 Kan. 394)	2797, 3960, 4123, 4854	Chandler v. Attica, (18 Fed. 299)	4799, 4853
Chalstran v. Board of Education, (244 Ill. 470)	662, 685, 697, 2763, 2771	Chandler v. Bay St. Louis, (57 Miss. 326)	4762, 4776
Chamberlain v. Burlington, (19 Ia. 395)	877, 4605, 4828, 4934	Chandler v. Boston, (112 Mass. 200)	599
Chamberlain v. Cleveland, (34 Ohio St. 551)	4455		
Chamberlain v. Dover, (13 Me. 466)	1273, 1324, 1375, 1380		
Chamberlain v. Elizabethport Steam Cordage Co., (41 N. J. Eq. 43)	3397		

TABLE OF CASES.

5833

(References are to Pages.)

Chandler v. Bradish, (28 Vt. 416)	1058	Charles River Bridge v. Warren Bridge, (11 Peters, U. S. 420)	507, 897, 3421
Chandler v. Johnson City, (105 Tenn. 633)	1138	Charles Simon's Sons Co. v. Maryland Tel. & Tel. Co., (99 Md. 141)	3719, 3724, 3784
Chandler v. Kokomo, (137 Ind. 295)	630, 642, 643, 646, 3227	Charleston v. Ahrens, (4 Strob. S. C. 241)	1614
Chandler v. Lawrence, (128 Mass. 213)	1074, 1075, 1497	Charleston v. Ashkey Phosphate Co., (34 S. C. 541)	1810, 1815, 1831, 2304, 2350, 2433
Chandler v. People, (161 Ill. 41)	4474	Charleston v. Beller, (45 W. Va. 44)	2309
Chandley v. Cambridge Springs, (203 Pa. 139)	4148, 4149	Charleston v. Benjamin, (2 Strobh L. S. C. 508)	2127
Chanute v. Davis, (85 Kan. 188)	4656	Charleston v. Blake, (12 Rich. Law, S. C. 66)	1756
Chapin v. Brown, (15 R. I. 579)	3236, 3237	Charleston v. Boyd, (1 Mills Const. Rep. S. C. 353)	987
Chapin v. College View, (88 Neb. 229)	659	Charleston v. Brown, (42 S. C. 184)	2426
Chapin v. Maine Central R. Co., (97 Me. 151)	3284, 3298	Charleston v. Cadle, (166 Ill. 487)	4844
Chapin v. Pike, (184 Mass. 184)	4140	Charleston v. Chur, (2 Bailey, S. C. 164)	1816, 1836, 2410
Chapin v. Port Angeles, (31 Wash. 535)	5269	Charleston v. Corleis, (2 Bailey, S. C. 186)	2407
Chapin v. State, (24 Conn. 236)	3309	Charleston v. Elford, (1 McMullan, S. C. 234)	1440, 1491, 1916, 1984
Chapin v. School Dist., (35 N. H. 445)	568	Charleston v. England, (3 Hill, Law, E. C. 56)	2399
Chapin v. Worcester, (124 Mass. 464)	4446	Charleston v. Feckman, (3 Rich. S. C. 385)	2407
Chapline v. Robertson, (44 Ark. 202)	2376	Charleston v. Goldsmith, (12 Rich. Law, S. C. 470)	2167, 2279
Chapman v. Albany & S. R. Co., (10 Barb. N. Y. 360)	519	Charleston v. Goldsmith, (2 Speers, S. C. 428)	2139
Chapman v. Brooklyn, (40 N. Y. 372)	4481	Charleston v. Helsembritte, (2 MacMullen, S. C. 233)	2272
Chapman v. Charleston, (30 S. C. 549)	4864	Charleston v. Johnston, (170 Ill. 336)	3019, 3029
Chapman v. Douglas, (107 U. S. 348)	2771, 5164	Charleston v. King, (4 McCord, L. S. C. 487)	1431
Chapman v. Lincoln, (84 Neb. 534)	2835, 2874	Charleston v. Lunenburgh, (23 Vt. 525)	5097
Chapman v. Litchfield, (158 Ill. App. 200)	5489	Charleston v. Moorhead, (2 Rich. Law, S. C. 430)	579, 582
Chapman v. Macon, (55 Ga. 566)	5691	Charleston v. Oliver, (16 S. C. 47)	2190
Chapman v. Mayfield, (31 Ky. L. Rep. 982)	2053	Charleston v. Palmer, (1 McCord, S. C. 342)	2398
Chapman v. Milton, (31 W. Va. 384)	5601, 5623, 5719	Charleston v. Pepper, (1 Rich. Law, S. C. 364)	1431, 1433, 2198, 2204, 2211, 2299, 2301, 2309
Chapman v. New York, (168 N. Y. 80)	4592, 5056	Charleston v. Pickney, (3 Brev. S. C. 217)	3909
Chapman v. Rochester, (110 N. Y. 273)	3051, 5194, 5564, 5565, 5566	Charleston v. Reed, (27 W. Va. 681)	782, 1742, 2066, 2069, 2409
Chapman v. Sault Ste. Marie, (146 Mich. 23)	3293	Charleston v. Rogers, (2 McCord, L. S. C. 495)	2155
Chard v. Harrison, (7 Cal. 113)	894, 5210	Charleston v. Seeba, (4 Strob. S. C. 319)	2319
Charlton v. Barber, (54 Ia. 360)	1546, 2107, 2109	Charleston v. Schmidt, (11 Rich. S. C. 343)	2317, 2407
Charlton v. Holliday, (60 Ia. 391)	1288, 1308, 1314, 1332, 3974, 4070, 4311	Charleston v. Schroeder, (4 Rich. Law, S. C. 296)	2401
Charlton v. Simmons, (87 Ia. 226)	2045	Charleston v. State, (2 Speers, S. C. 719)	785, 1434
Charity Commissioners v. McGurrin, (6 Daly, N. Y. 349)	262	Charlestown v. Stone, (15 Gray, Mass. 40)	3921
Charity Hospital v. De Bar, (11 La. Ann. 385)	2269	Charleston v. Wentworth Street Baptist Church, (4 Strob. Law, 306)	793, 1766, 1989
Charity Hospital v. Stickney, (2 La. Ann. 550)	2199, 2269	Charleston v. Werner, (38 S. C. 488)	1928, 1931, 1932, 4377
Charles v. Atlantic Coast Line R. Co., (78 S. C. 36)	1664	Charleston L. & W. Co. v. Lloyd Laundry & Shirt Mfg. Co., (81 S. C. 475)	3662
Charles v. Hoboken, (27 N. J. L. 203)	1303	Charleston Natural Gas Co. v. Low, (52 W. Va. 662)	3573
Charles v. Marion, (98 Fed. 166)	4330, 4456		
Charles Eneu Johnson Co. v. Philadelphia, (236 Pa. 510)	5613, 5651		
Charles H. Heer Dry Goods Co. v. Citizens' Ry. Co., (41 Mo. App. 63)	2936, 2951		

(References are to Pages.)

Charlestown v. Hubbard, (9 N. H. 195)	856	Chenango Bridge Co. v. Binghamton Bridge Co., (3 Wall. U. S. 51)	1645
Charlotte v. Keon, (128 N. Y. S. 80)	5087	Chenery v. Waltham, (8 Cush. Mass. 327)	597
Charlotte v. St. Stephen, (32 N. Bruns. 292)	395	Cheney, <i>In re</i> , (90 Cal. 617)	2163
Charlotte v. Shepard, (122 N. C. 602)	4951	Cheney v. Barker, (198 Mass. 356)	3778
Charlottesville v. Failes, (103 Va. 53)	5694	Cheney v. Beverly, (188 Mass. 81)	4016
Charlottesville v. Maury, (96 Va. 383)	3171	Cheney v. Coughlin, (201 Mass. 204)	2239
Charlton v. Allegheny City, (1 Grant Cas. Pa. 208)	4566	Cheney v. Shelbyville, (19 Ind. 84)	2427
Charnock v. Colfax, (51 Ia. 70)	2555	Chenoa v. Kramer, (109 Ill. App. 85)	5733
Chartier's Appeal, (8 Atl. Pa. 181)	4317, 4318	Cheraw v. Seaboard Air Line Ry., (88 S. C. 480)	2934, 2949
Chartiers v. Langdon, (114 Pa. St. 541)	3927	Cherokee v. Fox, (34 Kan. 16)	2331
Chartiers v. Phillips, (122 Pa. 601)	5765	Cherokee Nation v. Georgia, (5 Pet. U. S. 1)	1533
Chase v. Atchison, etc. R. Co., (134 Mo. App. 655)	5751	Cherokee Nation v. Southern Kansas Railway, (135 U. S. 641)	905
Chase v. City Treasurer, (122 Cal. 540) 840, 3909, 3984, 4522,	4526	Cherry v. Fewell, (48 S. C. 553)	4261
Chase v. Evanston, (172 Ill. 403)	4429, 4430	Cherry v. Howe, (17 Ohio Cir. Ct. Rep. 246)	3254
Chase v. Gilbert, (83 S. C. 546)	4665	Cherry v. Keyport, (52 N. J. L. 544)	3898
Chase v. Lowell, (151 Mass. 422)	5671, 5722	Cherry v. Rock Hill, (48 S. C. 553)	2996
Chase v. Lowell, (149 Mass. 85)	2002	Cherry Creek v. Becker, (50 Hun. N. Y. 601)	4868
Chase v. Merrimack Bank, (19 Pick. Mass. 564)	282, 284	Cherry Creek v. Becker, (123 N. Y. 161)	4854
Chase v. Oshkosh, (81 Wis. 313)	1992, 2000, 2002, 2862, 2864, 2866, 2867,	Cherryvale v. Hawman, (80 Kan. 170)	5471
Chase v. Springfield, (119 Mass. 556)	4062, 4320, 4321	Cherryvale v. Studyvin, (76 Kan. 285)	5543
Chase v. Trout, (146 Cal. 350)	2683, 4026, 4027	Cherryvale Water Co. v. Cherryvale, (65 Kan. 219)	3827, 3828
Chaska v. Hedman, (53 Minn. 525)	4585, 4623	Chesapeake & Ohio Canal Co. v. Key, (3 Cranch, C. C. U. S. 599)	3086
Chateau v. Jacob, (88 Mich. 170)	993	Chesapeake & P. Tel. Co. v. Baltimore, (89 Md. 689) 544, 2576, 2745, 2746, 3494, 3495, 3500,	3778
Chatfield v. Wilson, (28 Vt. 49)	5571	Chesapeake & P. Tel. Co. v. Mackenzie, (74 Md. 36)	3642
Chatham St., <i>In re</i> , (191 Pa. St. 604)	4261	Chesapeake, etc. Ry. Co. v. Maysville, (24 Ky. Law Rep. 615)	2099
Chatham County v. Seaboard Air Line R. Co., (133 N. C. 216) ..	4397	Chesapeake, etc. R. Co. v. Mullins, (94 Ky. 355)	4042
Chattanooga v. Geller, (13 Lea. Tenn. 611)	4226, 4267	Chesapeake, etc. Ry. Co. v. Paine, (29 Gratt. Va. 502)	265
Chattanooga v. Norman, (92 Tenn. 73)	1446, 2050	Chesebrough, <i>In re</i> , (56 How. Pr. N. Y. 460)	4505
Chattanooga v. Reid, (103 Tenn. 616)	5528	Chesney v. McClintock, (61 Kan. 94)	2286
Chattanooga v. State, (5 Sneed. Tenn. 578)	5232	Chess v. Birmingham, (1 Grant. Cas. 438)	4945
Chatterton v. Louisville, (145 Ky. 485)	5035	Chester, Annexation of, (174 Pa. St. 177)	609, 646
Chaves v. Atchison, (77 Kan. 176)	654	Chester v. Baltimore & Ohio R. Co., (217 Pa. St. 402)	3377
Chawk v. Beville, (21 Ky. L. Rep. 1769)	4446	Chester v. Barber, (97 Pa. St. 455)	2597
Chealy v. Brewer, (7 Mass. 259)	5223	Chester v. Black, (132 Pa. St. 568)	4337
Cheaney v. Hooser, (9 E. Mon. 330) 295, 299, 352, 599, 619, 632,	653	Chester v. Bullock, (187 Pa. St. 544)	1481, 4560
Cheatham v. Shearon, (1 Swan. Tenn. 213)	2084	Chester v. Chester, etc. R. Co., (5 Pa. Co. Ct. R. 387)	4327
Cheek v. Aurora, (92 Ind. 107)	1994, 2005, 2938, 2934	Chester v. Chester Tr. Co., (5 Pa. Dist. 609)	2103
Cheaney v. Brookfield, (60 Mo. 53)	2569, 2571, 2621, 4592,		
Cheesebrew v. Point Pleasant, (76 S. E. W. Va. 424)	4597		
Chehalis v. Cory, (64 Wash. 367)	4515		
Chelsea v. Holmes, (137 Mich. 195)	5036		
Chelsea Sav. Bank v. Ironwood, (130 Fed. 410)	4931		

TABLE OF CASES.

5835

(References are to Pages.)

Chester v. Eyre, (181 Pa. St. 642)	1537, 4081, 4095, 4448
Chester v. Hagan, (116 Fed. 223)	888
Chester v. Wabash, etc. R. Co., (182 Ill. 382)	3433
Chester v. Western Union Tel. Co., (154 Pa. St. 464) ...	1683, 1684
Chester v. Western Union Telegraph Co., (3 Lanc. Law Rev. Pa. 164)	1683
Chester City v. Lane, (24 Pa. Super. Ct. 359)	3924
Chester City v. Union R. Co., (218 Pa. St. 24)	3505
Chester City v. Western U. Tel. Co., (154 Pa. 464)	3561
Chester Traction Co. Appeal, (40 W. N. C. Pa. 183)	3548
Chestnut Ave., <i>In re</i> , (68 Pa. St. 81)	4416
Chestnut St., <i>In re</i> , (32 Leg. Int. 396)	1981
Chestnut Street, <i>In re</i> , (118 Pa. St. 593)	3936
Chestnutwood v. Hood, (68 Ill. 132)	929
Cheyenne v. State, (17 Wyo. 90)	4653, 4658
Chicago v. Adcock, (168 Ill. 221)	4379
Chicago v. Anglum, (104 Ill. App. 188)	4262
Chicago v. Apel, (50 Ill. App. 182)	5717, 5718
Chicago v. A. R. Beck L. Co., (93 Ill. App. 70)	2749, 2754
Chicago v. Ayers, (212 Ill. 59)	4038
Chicago v. Babcock, (143 Ill. 358)	5745
Chicago v. Baker, (86 Fed. 753) 2982, 2992, 2993, 2999, 4251,	4278
Chicago v. Baker, (98 Fed. 830)	4278
Chicago v. Baker, (95 Ill. App. 413)	5623, 5709
Chicago v. Baker, (195 Ill. 54)	5718
Chicago v. Baptist, etc. Union, (115 Ill. 245)	4419
Chicago v. Banker, (112 Ill. App. 94) ..	762, 763, 2035, 2037, 2247, 2248
Chicago v. Barte, (100 Ill. 57)	2146, 2261, 2262
Chicago v. Bartels, (146 Ill. App. 180)	2155
Chicago v. Bassett, (238 Ill. 412)	4001
Chicago v. Berger, (100 Ill. App. 158)	2602, 4634, 4636
Chicago v. Blair, (149 Ill. 310)	4350, 4367
Chicago v. Borden, (190 Ill. 430)	2793, 2794, 2795, 3242
Chicago v. Brown, (205 Ill. 568)	1574
Chicago v. Brownell, (41 Ill. App. 70)	1865, 2115
Chicago v. Brownell, (146 Ill. 64)	1445, 2148
Chicago v. Boston, (117 Ill. App. 430)	5763
Chicago v. Brede, (121 Ill. App. 562)	4636
Chicago v. Brede, (218 Ill. 528)	4186, 4342
Chicago v. Brophy, (79 Ill. 277)	5679, 5703, 5720
Chicago v. Brown, (205 Ill. 568)	3944
Chicago v. Bullis, (235 Ill. 473)	1014
Chicago v. Bullis, (138 Ill. App. 297)	1843
Chicago v. Bullis, (124 Ill. App. 7)	1239, 1246
Chicago v. Burcky, (158 Ill. 103)	2999, 4246
Chicago v. Burkhardt, (223 Ill. 297)	4424
Chicago v. Campbell, (118 Ill. App. 129)	1130, 1253
Chicago v. Chase, (33 Ill. App. 551)	5687
Chicago v. Chicago, (207 Ill. 37)	4421
Chicago v. Chicago League Ball Club, (196 Ill. 54)	5465
Chicago v. Chicago, etc. Elevated R. Co., (250 Ill. 486) 2102, 2244, 3496, 3497, 3534,	3551
Chicago v. Chicago, etc. R. Co., (105 Ill. 73)	3506
Chicago v. Chicago, etc. R. Co., (152 Ill. 561)	2812
Chicago v. Chicago Tel. Co., (230 Ill. 157)	3774
Chicago v. Chicago Terminal R. Co., (121 Ill. App. 197)	3446
Chicago v. Chicago Union Traction Co., (199 Ill. 259) 1642, 2102,	2103
Chicago v. Chidester, (243 Ill. 577)	4424
Chicago v. Colby, (20 Ill. 614) ..	4540
Chicago v. Collins, (175 Ill. 445)	1721, 1723, 2194, 2247, 2249, 2250, 2965, 2966
Chicago v. Condell, (224 Ill. 595)	1255, 1256
Chicago v. Corcoran, (196 Ill. 146)	3951
Chicago v. Crosby, (111 Ill. 538)	1990, 3921
Chicago v. Crozer, (246 Ill. 511) ..	4651
Chicago v. Cummings, (144 Ill. 446)	4080
Chicago v. Dermody, (61 Ill. 431)	5488, 5503
Chicago v. Drexel, (141 Ill. 89)	3202, 3257, 3306, 3313
Chicago v. Duffy, (117 Ill. App. 261)	4148, 5188
Chicago v. Duffy, (179 Ill. 447) ..	4182
Chicago v. Duffy, (218 Ill. 242)	4145, 4146, 4181
Chicago v. Dunham, Towing & Wrecking Co., (246 Ill. 29) ..	5165
Chicago v. Dunham Towing & Wrecking Co., (151 Ill. App. 253)	2787
Chicago v. English, (80 Ill. App. 163)	2523
Chicago v. Evans, 24 Ill. 52)	516, 1532, 1535
Chicago v. Farrell, (100 Ill. App. 204)	4188, 4193
Chicago v. Ferris Wheel Co., (58 Ill. App. 625)	2062, 2064
Chicago v. Fidelity Sav. Bank, (11 Ill. App. 165)	5032
Chicago v. Fishburn, (189 Ill. 367)	4738
Chicago v. Fraser, (60 Ill. App. 404)	1336, 3905
Chicago v. Gage, (95 Ill. 593) 1036, 1039,	1193
Chicago v. Gage, (237 Ill. 328) 4022, 4077,	4079
Chicago v. Gallagher, (44 Ill. 295)	5630
Chicago v. Galpin, (183 Ill. 399)	4132, 4731
Chicago v. Galt, (224 Ill. 421) ..	2812
Chicago v. Gillen, (222 Ill. 112) ..	1239
Chicago v. Gillett, (91 Ill. App. 287)	5730

(References are to Pages.)

Chicago v. Gillett, (108 Ill. App. 455) 5720, 5740
 Chicago v. Goodwillie, (208 Ill. 252) 3148
 Chicago v. Gosselin, (4 Ill. App. 570) 1983
 Chicago v. Green, (238 Ill. 258) 4443, 4444
 Chicago v. Gunning System, (114 Ill. App. 377) .. 788, 1574, 1826, 2021
 Chicago v. Gunning System, (214 Ill. 628) 2022
 Chicago v. Hannon, (115 Ill. App. 183) 5476
 Chicago v. Hanreddy, (102 Ill. App. 1) 2631
 Chicago v. Hanreddy, (211 Ill. 24) 2638, 2641
 Chicago v. Harris, (113 Ill. App. 633) 5753
 Chicago v. Hasley, (25 Ill. 595) 5189, 5296, 5297
 Chicago v. Hayward, (176 Ill. 130) 3150
 Chicago v. Hesing, (83 Ill. 204) 5653, 5668
 Chicago v. Hill, (124 Ill. 646) .. 3242
 Chicago v. Hislop, (61 Ill. 86) 5616
 Chicago v. Hoy, (75 Ill. 530) 5681
 Chicago v. Hulbert, (205 Ill. 346) 4068, 4087, 4346, 4527
 Chicago v. Illinois Steel Co., (66 Ill. App. 561) 3385
 Chicago v. Jackson, (88 Ill. App. 130) 4280
 Chicago v. Jackson, (196 Ill. 496) 3072, 3101
 Chicago v. Jarvis, (226 Ill. 614) 5635
 Chicago v. Johnson, (53 Ill. 91) 5720
 Chicago v. Joney, (60 Ill. 883) .. 5488
 Chicago v. Keefe, (114 Ill. 222) 5646
 Chicago v. Kenney, (35 Ill. App. 57) 1555, 2305, 2311, 2312, 2318, 2321, 2330, 2343, 2354
 Chicago v. Kerfoot & Co., (208 Ill. 387) 4003
 Chicago v. Knobel, (232 Ill. 112) 1974, 2395, 2410
 Chicago v. Kohlhof, (64 Ill. App. 349) 5760
 Chicago v. Kubler, (133 Ill. App. 530) 5608
 Chicago v. Laffin, (49 Ill. 172) 1917
 Chicago v. Larned, (34 Ill. 203) 4461
 Chicago v. Larned, (203 Ill. 290) 3935, 3987
 Chicago v. Law, (144 Ill. 569) 3887, 4311, 4350, 4876
 Chicago v. Le Moyne, (119 Fed. 662) 3072
 Chicago v. LeMoyne, (248 Ill. 379) 4066, 4171
 Chicago v. Loebel, (228 Ill. 52) 5632
 Chicago v. Luthardt, (191 Ill. 516) 944, 1128, 1134, 4615
 Chicago v. M. & M. Hotel Co., (248 Ill. 264) 786, 1885
 Chicago v. MacChesney, (240 Ill. 174) 3028, 4079
 Chicago v. McCoy, (136 Ill. 344) 1394, 1521
 Chicago v. McCruden, (92 Ill. App. 257) 5758
 Chicago v. McDonald, (57 Ill. App. 250) 5718
 Chicago v. McDonald, (111 Ill. App. 436) 5694
 Chicago v. McDonald, (176 Ill. 404) 4699, 4714, 4781, 4741, 4748

Chicago v. McDonough, (112 Ill. 85) 4243
 Chicago v. McGliven, (78 Ill. 347) 5694
 Chicago v. McGovern, (226 Ill. 403) 4194
 Chicago v. McGraw, (75 Ill. 566) 5476
 Chicago v. McKechney, (205 Ill. 372) 4127, 4128, 4150, 4184
 Chicago v. McKechney, (91 Ill. App. 442) 827, 1401
 Chicago v. McKenna, (114 Ill. App. 270) 5714
 Chicago v. McNally, (117 Ill. App. 434) 1139
 Chicago v. McNichols, (98 Ill. App. 447) 4177
 Chicago v. McShane, (102 Ill. App. 289) 4262
 Chicago v. Major, (18 Ill. 349) 5668, 5729, 5758
 Chicago v. Malkan, (119 Ill. App. 572) 1085
 Chicago v. Manhattan Cement Co., (178 Ill. 372) 5466
 Chicago v. Marsh, (238 Ill. 254) 4387
 Chicago v. Middlebrooke, (143 Ill. 265) 2547, 2548
 Chicago v. Mohr, (216 Ill. 320) 2675, 2708
 Chicago v. Morrell, (247 Ill. 383) 1624, 2242
 Chicago v. Mullen, (116 Fed. 292) 5500
 Chicago v. Murdock, (212 Ill. 9) 4147, 5488, 5494
 Chicago v. Mutual Electric Light, etc. Co., (55 Ill. App. 429) 3469, 3472, 3528
 Chicago v. Netcher, (183 Ill. 104) 1612, 1903, 1978, 2169
 Chicago v. Nicholes, (192 Ill. 489) 4478
 Chicago v. Nichols, (177 Ill. 97) 3939, 4309, 4639, 5360, 5371
 Chicago v. Nicholson, (130 Ill. App. 466) 2606
 Chicago v. Nodeck, (202 Ill. 257) 4344, 4364, 4475
 Chicago v. Noonan, (121 Ill. App. 185) 2796
 Chicago v. Northwestern Mutual Life Ins. Co., (218 Ill. 40) 3581, 3586, 3665, 3691, 3781, 3866
 Chicago v. Norton, (116 Ill. App. 570) 5685
 Chicago v. Norton Milling Co., (196 Ill. 580) 815, 4026
 Chicago v. Norton Milling Co., (97 Ill. App. 651) 2737, 5425, 5431
 Chicago v. O'Brennan, (65 Ill. 160) 1754, 5506
 Chicago v. O'Brien, (111 Ill. 532) 1469, 1989, 2805
 Chicago v. O'Malley, (196 Ill. 197) 5500
 Chicago v. Peck, (196 Ill. 260) 568
 Chicago v. Peck, (98 Ill. App. 434) 1912
 Chicago v. Pennsylvania Ry. Co., (119 Fed. 497) 5465
 Chicago v. People, (80 Ill. 496) 336
 Chicago v. People, (114 Ill. App. 145) 958, 1208
 Chicago v. People, (210 Ill. 84) 1251
 Chicago v. People, (56 Ill. 327) 4186, 4187, 4188, 4191, 5185

TABLE OF CASES.

5837

(References are to Pages.)

Chicago v. Phoenix Ins. Co., (126 Ill. 276)	2192, 2265
Chicago v. Piehl, (148 Ill. App. 168)	2220
Chicago v. Pittsburg, etc. R. Co., (242 Ill. 30)	1409, 2830
Chicago v. Pittsburg, etc. R. Co., (244 Ill. 220).....	823, 873, 1909, 2624, 3537, 4590, 4591, 4639, 4699
Chicago v. Pittsburg, etc. R. Co., (247 Ill. 319)	2787
Chicago v. Pittsburg, etc. R. Co., (146 Ill. App. 403)	1908, 2790, 3533
Chicago v. Pooley, (112 Ill. App. 343)	2870, 2873, 2912, 2931
Chicago v. Powers, (42 Ill. 169)	1872, 2786, 5718
Chicago v. Reinschreiber, (121 Ill. App. 114)	2381
Chicago v. Ripley, (249 Ill. 466)	2083
Chicago v. Robbins, (2 Black, U. S. 418)	2887, 5589
Chicago v. Rock Island R. Co., (20 Ill. 286)	4540
Chicago v. Rogers Park Water Co., (214 Ill. 212)	3535, 3726, 3727, 3728
Chicago v. Rosenfeld, (24 Ill. 495)	4512
Chicago v. Rumpff, (45 Ill. 90)	1414, 1538, 1574, 1598, 1601, 1740, 1941, 1946, 2652
Chicago v. Rumsey, (87 Ill. 348)	2014, 2821, 2822, 3894, 4243
Chicago v. Rustin, (99 Ill. App. 47)	5527, 5540
Chicago v. Sawyer, (166 Ill. 390)	2809
Chicago v. Schmidinger, (248 Ill. 167)	2159
Chicago v. Schmidt, (107 Ill. 186)	5773
Chicago v. Seben, (62 Ill. App. 248)	5675
Chicago v. Seben, (165 Ill. 371)	3064, 5425, 5653
Chicago v. Selz, Schwab & Co., (104 Ill. App. 376)	5505
Chicago v. Selz, Schwab & Co., (202 Ill. 545)	5514, 5522
Chicago v. Sexton, (115 Ill. 230)	4314
Chicago v. Sheldon, (9 Wall. U. S. 50)	1644
Chicago v. Sherman, (212 Ill. 498)	4039
Chicago v. Shoher & Carqueville Lithographing Co., (6 Ill. App. 560)	4639
Chicago v. Silverman, (156 Ill. 601)	4065
Chicago v. Singer, (202 Ill. 75)	2650, 3914, 4020, 4039, 4077, 4078, 4084
Chicago v. Slack, (121 Ill. App. 131)	2119, 2273
Chicago v. Spoor, (190 Ill. 340)	4220, 4226, 4269
Chicago v. Starr, (42 Ill. 177)	5646
Chicago v. Stratton, (162 Ill. 494)	849, 1446, 1605, 1951, 2111, 2218
Chicago v. Sturges, (222 U. S. 313)	5466
Chicago v. Taylor, (125 U. S. 161)	3104, 3105, 3107
Chicago v. Thomas, (141 Ill. App. 122)	5630
Chicago v. Trotter, (136 Ill. 430)	851, 1581, 1623, 2043, 2219
Chicago v. Turner, (80 Ill. 419)	5439, 5444

Chicago v. Union Building Association, (102 Ill. 379)	3007, 4301
Chicago v. Union Stock Yards & T. Co., (164 Ill. 224)	3566
Chicago v. Union Trust Co., (138 Ill. App. 545)	4174, 4635
Chicago v. University of Chicago, (131 Ill. App. 361)	2526, 3866
Chicago v. Verdon, (119 Ill. App. 494)	2912, 2948
Chicago v. Walsh, (203 Ill. 318)	4001, 4002
Chicago v. Ward, (169 Ill. 392)	2515, 2537, 3216, 3264, 3328, 3336, 3337, 3341, 5368
Chicago v. Webb, (102 Ill. App. 232)	4250, 4267
Chicago v. Weber, (94 Ill. App. 561)	3971, 4428
Chicago v. Weber, (246 Ill. 304)	780, 786, 1615, 2082
Chicago v. Weir, (165 Ill. 582)	4141, 4182
Chicago v. Wheeler, (25 Ill. 478)	4483
Chicago v. Wilder, (184 Ill. 397)	4020, 4475
Chicago v. Wildman, (240 Ill. 215)	3263
Chicago v. Williams, (182 Ill. 135)	2076, 2578, 4643, 5399, 5495
Chicago v. Wilshire, (243 Ill. 123)	4066, 4078
Chicago v. Wolf, (221 Ill. 130)	1150, 4590
Chicago v. Wright, (69 Ill. 318)	1999, 2809, 2835, 2930, 3093, 3297, 3298, 5059
Chicago & A. Bridge Co. v. Pacific Mut. Tel. Co., (36 Kan. 113)	3406
Chicago & A. Ry. Co. v. Averill, (224 Ill. 516)	1704
Chicago & A. R. Co. v. Baldrige, (177 Ill. 229)	4988, 4990
Chicago & A. Ry. Co. v. Carlinville, (103 Ill. App. 251)	823, 833, 1570, 1578, 1585, 1587, 1588, 1734, 1828
Chicago & A. Ry. Co. v. Carlinville, (200 Ill. 314)	1574, 1578, 1693
Chicago & A. R. Co. v. Joliet, (153 Ill. 649)	4503
Chicago & A. R. Co. v. Keegan, (152 Ill. 413)	583
Chicago & A. R. Co. v. Pontiac, (169 Ill. 155)	3139
Chicago & A. R. Co. v. Wilson, (128 Ill. App. 88)	1848
Chicago & A. R. Co. v. Wilson, (225 Ill. 50)	1829, 1835
Chicago & A. R. Co. v. Winters, (65 Ill. App. 435)	1842
Chicago Bridge & Iron Co. v. West Bay City, (129 Mich. 65)	4132, 4138
Chicago City R. Co. v. Kenyon, (137 Ill. App. 126)	5655, 5761
Chicago City Ry. Co. v. Martin-cic, (138 Ill. App. 575)	1733
Chicago City Ry. Co. v. People, (73 Ill. 541)	2407, 3366, 3446, 3505, 3510
Chicago Cold Storage Co. v. People, (127 Ill. App. 179)	1742
Chicago Cold Storage Co. v. People, (224 Ill. 287)	2922
Chicago Consol. Traction Co. v. Oak Park, (225 Ill. 9)	4096

(References are to Pages.)

Chicago Dock & Canal Co. v. Garrity, (115 Ill. 155) 314, 523, 763, 1305, 1336, 1364, 1778, 1781, 2925, 3389, 8391	Chicago, etc. R. Co. v. Elmhurst, (165 Ill. 148) 4397, 4398
Chicago Flour Co. v. Chicago (243 Ill. 268) 8104	Chicago, etc. R. Co. v. Eubanks, (130 Mo. 270) 3165
Chicago General R. Co. v. Chicago, (176 Ill. 253) 3452, 3455, 3570	Chicago, etc. R. Co. v. Evans, (41 Kan. 94) 5370
Chicago Gen. R. Co. v. Chicago City R. Co., (62 Ill. App. 502) 2873	Chicago, etc. R. Co. v. Faulk County, (15 S. D. 501) 4754
Chicago General St. Ry. Co. v. Ellicott, (88 Fed. 941) 3473	Chicago, etc. R. Co. v. Franks, (55 Mo. 325) 5265
Chicago League Ball Club v. Chicago, (77 Ill. App. 124) 5464	Chicago, etc. R. Co. v. Freeman, (125 Ill. App. 318) 1744, 3549
Chicago Medical Soc. v. South Park Comrs., (150 Ill. App. 564) 840, 2545	Chicago, etc. R. Co. v. General E. R. Co., (79 Ill. App. 569) 3617, 3626
Chicago Mun. Gas Light & F. Co. v. Lake, (130 Ill. 42) 3367, 3379, 3401, 3497, 3505	Chicago, etc. R. Co. v. Haggerty, (67 Ill. 113) 1916, 2087, 2090
Chicago Mun. Gas Light & F. Co. v. Lake, (27 Ill. App. 346) 3505	Chicago, etc. R. Co. v. Hamilton, (3 Ohio Cir. Ct. R. 455) 3447
Chicago Packing and Provision Co. v. Chicago, (88 Ill. 221) 296, 309, 585, 598, 1908, 2200, 2201, 2211, 2213, 2299	Chicago, etc. R. Co. v. Hartshorn, (30 Fed. 541) 5038
Chicago Portrait Co. v. Macon, (147 Fed. 967) 1675, 2145	Chicago, etc. R. Co. v. Hayes, (113 Pac. Colo. 315) 3257
Chicago Public Library Directors v. Arnold, (60 Ill. App. 328) 2771	Chicago, etc. R. Co. v. Hines, (82 Ill. App. 488) 1493, 1544
Chicago, etc. R. Co. v. Ackley, (94 U. S. 179) 252	Chicago, etc. R. Co. v. Hitchcock County, (60 Neb. 722) 5184
Chicago, etc. R. Co. v. Aurora, (99 Ill. 205) 4933	Chicago, etc. R. Co. v. Huntington, (149 Ind. 518) 4444, 4468, 4471
Chicago, etc. R. Co. v. Ayers, (106 Ill. 511) 5541	Chicago, etc. R. Co. v. Iowa, (94 U. S. 155) 252
Chicago, etc. R. Co. v. Beaver, (96 Ill. App. 558) 1428	Chicago, etc. R. Co. v. Janesville, (137 Wis. 7) 4399, 4400, 4395, 4398
Chicago, etc. R. Co. v. Beaver, (199 Ill. 84) 1842	Chicago, etc. R. Co. v. Johnson, (45 Ind. App. 162) 2802, 3101, 3608
Chicago, etc. R. Co. v. Cedar Rapids, (127 Ia. 678) 5027	Chicago, etc. R. Co. v. Joliet, (79 Ill. 25) 3320, 3328, 3337, 3537, 3567
Chicago, etc. R. Co. v. Chicago, (166 U. S. 226) 3160, 4344	Chicago, etc. R. Co. v. Kansas City, etc. R. Co., (52 Fed. 178) 3451, 3464
Chicago, etc. R. Co. v. Chicago, (35 Ill. App. 206) 2756	Chicago, etc. R. Co. v. Kennedy, (2 Kan. App. 693) 1467
Chicago, etc. Co. v. Chicago, (88 Ill. 221) 1435	Chicago, etc. R. Co. v. Klauber, (9 Ill. App. 613) 1814, 1823, 1850
Chicago, etc. R. Co. v. Chicago, (139 Ill. 573) 4399, 4509	Chicago, etc. R. Co. v. Klein, (52 Neb. 258) 4951
Chicago, etc. R. Co. v. Chicago, (148 Ill. 479) 3153	Chicago, etc. R. Co. v. Langlade Co., (56 Wis. 614) 451, 600
Chicago, etc. R. Co. v. Chicago, (151 Ill. 348) 3139	Chicago, etc. Ry. Co. v. McGrew, (104 Mo. 282) 2513
Chicago, etc. R. Co. v. Chicago, (172 Ill. 66) 3962, 4075	Chicago, etc. R. Co. v. Manhattan, (45 Kan. 419) 4831
Chicago, etc. R. Co. v. Chicago, (174 Ill. 439) 1394, 1401, 1454, 1759, 1765, 1796, 2802, 3960, 4075	Chicago, etc. R. Co. v. Mason City, (135 N. W. Ia. 9) 3142
Chicago, etc. R. Co. v. Chicago, (176 Ill. 253) 1707	Chicago, etc. R. Co. v. Milwaukee, (89 Wis. 506) 4396, 4399
Chicago etc. R. Co. v. Chicago, (230 Ill. 9) 4022	Chicago, etc. R. Co. v. Milwaukee, etc. R. Co., (95 Wis. 561) 8629, 3632
Chicago, etc. R. Co. v. Chicago, (27 N. E. Ill. 926) 4398, 4448	Chicago, etc. Ry. Co. v. Minnesota Cent. R. Co., (14 Fed. 525) 1764
Chicago, etc. R. Co. v. Cicero, (154 Ill. 656) 3081, 3142, 3939	Chicago, etc. R. Co. v. Moline, (158 Ill. 64) 4398
Chicago, etc. R. Co. v. Council Bluffs, (109 Ia. 425) 1394, 1499, 3005, 3338	Chicago, etc. R. Co. v. Morrison, (195 Ill. 271) 3095, 3142
Chicago, etc. R. Co. v. Crawfordsvill, (164 Ind. 70) 2098	Chicago, etc. R. Co. v. Nebraska City, (53 Neb. 453) 621, 637
Chicago, etc. R. Co. v. Drainage Commrs., (200 U. S. 561) 1884	Chicago, etc. R. Co. v. Nebraska, (170 U. S. 57) 1960
Chicago, etc. R. Co. v. Dunbar, (95 Ill. 571) 3360, 3361	Chicago, etc. R. Co. v. Northern Trust Co., (90 Ill. App. 460) 3475
Chicago, etc. R. Co. v. Dunbar, (100 Ill. 110) 3405, 3443, 3447, 3451	Chicago, etc. R. Co. v. O'Connor, (42 Neb. 90) 3609, 3654
Chicago, etc. R. Co. v. Dundy County, (3 Neb. 391) 4847, 4886	Chicago, etc. R. Co. v. Oconto, (50 Wis. 189) 324, 604, 627
Chicago, etc. R. Co. v. Eisert, (127 Ind. 156) 2942	Chicago, etc. R. Co. v. Osage County Com'rs, (38 Kan. 597) 4607, 4833
	Chicago, etc. R. Co. v. Otee County, (16 Wall. U. S. 667) 874

TABLE OF CASES.

5839

(References are to Pages.)

Chicago, etc. R. Co. v. Ottawa, (148 Ill. 397)	2447
Chicago, etc. R. Co. v. Ottumwa, (112 Ia. 300)	4396
Chicago, etc. R. Co. v. People, (200 U. S. 561)	3097
Chicago, etc. R. Co. v. People, (79 Ill. App. 529)	1430, 1433
Chicago, etc. Ry. Co. v. People, (91 Ill. 251)	2788, 2883, 3567
Chicago, etc. R. Co. v. People, (120 Ill. 104)	4395
Chicago, etc. R. Co. v. People, (120 Ill. App. 306)	2929, 3418
Chicago, etc. R. Co. v. People, (218 Ill. 463)	5023
Chicago, etc. R. Co. v. People, (222 Ill. 427)	886, 2784, 2927, 3389
Chicago, etc. R. Co. v. Phillips, (111 Ia. 377)	4000
Chicago, etc. R. Co. v. Pinckney, (74 Ill. 277)	4609
Chicago, etc. R. Co. v. Quincy, (32 Ill. App. 377)	3418, 3529, 3969, 4067, 5198
Chicago, etc. R. Co. v. Quincy, (136 Ill. 489)	2003, 2874
Chicago, etc. R. Co. v. Quincy, (136 Ill. 563)	2513
Chicago, etc. R. Co. v. Quincy, (139 Ill. 355)	3969, 3970, 4082, 4364
Chicago, etc. Ry. Co. v. Salem, (166 Ind. 71)	1759, 1795, 1426
Chicago, etc. Ry. Co. v. Salem, (162 Ind. 428)	2291
Chicago, etc. R. Co. v. Salem, (170 Ind. 153)	2098
Chicago, etc. R. Co. v. Siders, (88 Ill. 320)	5363
Chicago, etc. R. Co. v. South Park Com'rs, (11 Ill. App. 562)	4396
Chicago, etc. R. Co. v. Stanfield, (7 Kan. App. 274)	4988
Chicago, etc. R. Co. v. State, (47 Neb. 549)	1898
Chicago, etc. R. Co. v. State, (158 Ind. 189)	2101
Chicago, etc. R. Co. v. Vosburgh, (45 Ill. 311)	4181
Chicago, etc. R. Co. v. West Chicago Park Com'rs, (151 Ill. 204)	2829
Chicago, etc. R. Co. v. West Chicago St. R. Co., (156 Ill. 255)	3615, 3617
Chicago, etc. R. Co. v. Whipple, (22 Ill. 105)	2419
Chicago, etc. R. Co. v. Wilber, (63 Neb. 624)	4660, 4832
Chicago, etc. R. Co. v. Williams, (148 Fed. 442)	3141
Chicago, etc. Ry. Co. v. Woodson, (110 Mo. App. 208)	5220
Chicago, etc. R. Co. v. Young, (96 Mo. 39)	2441, 5205
Chicago & S. T. Co. v. Illinois Central R. Co., (246 Ill. 146)	2830
Chicago T. T. Co. v. Chicago, (178 Ill. 429)	1481
Chicago Tel. Co. v. North West- ern Tel. Co., (100 Ill. App. 57)	1342
Chicago Tel. Co. v. North- western Tel. Co., (199 Ill. 324)	1341, 1365, 1495, 1710, 1711 3409, 3410, 3524, 3563, 3564, 3779
Chicago Ter. R. Co. v. Chicago, (184 Ill. 154)	3963
Chicago Terminal Transfer Co. v. Chicago, (178 Ill. 429)	4310

Chicago Title, etc. Co. v. Chi- cago, 224 Ill. 124)	2646
Chicago, Trustees, v. Chicago, (207 Ill. 37)	345
Chicago Union Traction Co. v. Chicago, (199 Ill. 484) 1883, 2103, 3479, 3701, 3704	3704
Chicago Union Traction Co. v. Chicago, (202 Ill. 576) 4058, 4308, 4388	4388
Chicago Union Traction Co. v. Chicago, (204 Ill. 363) 4387, 4400, 4455	4455
Chicago Union Traction Co. v. Chicago, (207 Ill. 607) 1481, 4387, 4507	4507
Chicago Union Traction Co. v. Chicago, (207 Ill. 544) 4070, 4400, 4447, 4476	4476
Chicago Union Traction Co. v. Chicago, (208 Ill. 187)	4083
Chicago Union Traction Co. v. Chicago, (209 Ill. 444) ..	3973, 4018
Chicago Union Traction Co. v. Chicago, (215 Ill. 410) 3963, 4022, 4387, 4400	4400
Chicago Union Traction Co. v. Chicago, (222 Ill. 144)	4040
Chicago Union Traction Co. v. Chicago, (223 Ill. 37)	4068
Chicago Union Traction Co. v. Stanford, (104 Ill. App. 99)...	2967
Chicago W. & V. Coal Co. v. Glass, (34 Ill. App. 364)	2084
Chickaming v. Carpenter, (106 U. S. 663)	4780, 4847
Chickasaw v. Sumner County, (58 Miss. 619)	625
Chickasha v. Looney, (128 Pac. Okla. 136)	5578
Childsey v. Pascagoula, (59 So. Miss. 879)	5570
Child v. Bemus, (17 R. I. 230) 2216, 2242, 2245	2245
Child v. Boston, (4 Allen, Mass. 41)	3030, 3034, 5544
Child v. Hudson Bay Co., (2 P. W. 207)	792, 800
Childers v. Holmes, (95 Mo. App. 154)	3913, 4149, 4156
Childress v. Nashville, (3 Sneed, Tenn. 347)	2106, 2108, 2320
Childrey v. Huntington, (34 W. Va. 457)	5772
Childs v. Anacortes, (5 Wash. 452)	4738
Childs v. Columbia, (87 S. C. 566)	3575, 3576, 3865
Childs v. Crawford County, (176 Pa. St. 139)	5428
Childs v. Napheys, (112 Pa. 504) Childs v. Nelson, (69 Wis. 125) 1992, 2932, 2972	1904
Childs v. Shower, (18 Iowa, 261)	1790
Chillicothe v. Brown, (38 Mo. App. 609)	847, 1589, 1602, 1874, 1985, 2049, 2217
Chillicothe v. Bryan, (103 Mo. App. 409)	3046
Chillicothe v. Henry, (136 Mo. App. 468)	781, 4412, 4415, 4563
Chillicothe v. Logan Natural Gas, etc. Co., (11 Ohio Dec. 24)	1453
Chillicothe v. Logan Natural Gas, etc. Co., (8 Ohio N. P. 88)	1524, 2723
Chillicothe v. Raynard, (80 Mo. 185)	1472

(References are to Pages.)

Chilson v. Wilson, (38 Mich. 267) 1170, 1373, 3961	Christie v. Malden, (23 W. Va. 667) 782
Chilton v. Gratton, (82 Fed. 873) 4831, 4872, 4874, 4910	Christman v. Meierhoffer, (116 Mo. App. 46) 5755
Chilton v. St. Joseph, (148 Mo. 192) 5747	Christman v. Phillips, (58 Hun, N. Y. 282) 830
Chilvers v. People, (11 Mich. 43) 893, 898, 2204, 2207, 2228	Christopher v. New York, (13 Barb. N. Y. 567) 2632, 3908, 5192, 5193
Chimine v. Baker, (32 Tex. Civ. App. 520) 1428, 1571, 1729, 2069, 2070, 2072	Christy v. Ashtabula, (41 Ohio St. 711) 2501
Chin Yan, <i>Ex parte</i> , (60 Cal. 78) 1555, 1571, 1574, 1605, 2418	Christy v. Elliott, (216 Ill. 31) 2035, 2036
Chiot County Levee Inspectors v. Crittenden, (94 Fed. 613) 271	Christy v. Kingfisher, (13 Okla. 585) 978, 1207, 1212, 1215, 1247, 1251
Chipman v. Bowman, (14 Cal. 157) 2298	Christy's Adm'r v. St. Louis, (20 Mo. 143) 3126, 5033, 5202
Chippewa Bridge Co. v. Durand, (122 Wis. 85) 1374, 2622, 2633, 2661, 2674, 2743, 4114, 5332, 5336, 5337, 5342, 5345, 5356, 5373	Chumasero v. Potts, (2 Mont. 242) 1717
Chippewa Falls v. Hopkins, (109 Wis. 611) 2814, 2933	Church v. Dula, (148 N. C. 262) 3815
Chisholm v. Georgia, (2 Dall. 419) 141	Church v. Howard City, (111 Mich. 298) 5754
Chisholm v. Montgomery, (Fed. Cas. No. 2,686) 873, 4813, 4820, 4867, 4894, 4934	Church v. Milwaukee, (34 Wis. 66) 4236
Chism v. Smith, (123 N. Y. S. 691) 2269	Church v. Milwaukee, (81 Wis. 512) 4227, 4281
Chittenden v. Columbus, (26 Ohio Cir. Ct. R. 531) .. 2031, 2037	Church v. People, (179 Ill. 205) 3937
Chittenden v. Lansing, (120 Mich. 539) 4105	Church v. Portland, (18 Ore. 73) 3833
Chittenden v. Wurster, (152 N. Y. 345) 404, 5324	Church of our Lady of Mercy, <i>In re</i> , (10 N. Y. S. 683) 4238
Choctaw, etc. R. Co. v. Castanien, (23 Okla. 735) 2957	Church St., <i>In re</i> , (45 Barb. N. Y. 455) 1302
Choctaw, etc. R. Co. v. Hamilton, 182 Fed. 117) 2957	Churchill v. Detroit, (153 Mich. 93) 2120
Cholsser v. People, (140 Ill. 21) 2745	Churchill v. Marsh, (2 Abb. Pr. N. Y. 219) 1788
Chope v. Eureka, (78 Cal. 588) 5543	Churchill v. Walker, (68 Ga. 681) 379, 423
Choquette v. Barado, (33 Mo. 249) 2531	Churchill v. West Fairlee, (17 Vt. 447) 5096
Choquette v. Southern Elec. Ry. Co., (152 Mo. 257) 2098, 3450	Churchman v. Indianapolis, (110 Ind. 259) 4345
Chosen Freeholders, etc. v. State, (24 N. J. L. 718) 326	Chute v. State, (19 Minn. 271) 2393, 2414
Chostkov v. Pittsburg, (177 Fed. 936) 1486, 4669, 4673, 5327, 5347	Chv Lung v. Freeman, (92 U. S. 275) 1691
Chouteau v. Rowse, (56 Mo. 65) 1168	Chytraus v. Chicago, (160 Ill. 18) 4065, 4080
Chrisman v. Carney, (33 Ark. 316) 977	Cicero v. Chicago, (182 Ill. 301) 379, 599, 607
Chrisman v. Jackson, (84 Miss. 787) 1514, 1827, 1839, 1840, 2311	Cicero v. Green, (211 Ill. 241) . 4038
Chrisman v. Omaha, etc. R. Co., (125 Ia. 133) 2979	Cicero v. Grisko, (240 Ill. 220) 1192, 4755
Christ v. Des Moines, (53 Ia. 744) 1140	Cicero v. Hall, (240 Ill. 160) 1040, 1192, 1193, 1195
Christ v. Poke, (48 Ia. 302) .. 1157	Cicero v. Hill, (193 Ill. 226) .. 639
Christ v. Webster City, (105 Ia. 119) 647	Cicero v. Lake Erie & W. R. Co., (Ind. App. 97 N. E. 389) 3138
Christensen, <i>Ex parte</i> , (85 Cal. 208) 1521, 1522, 1747, 2124	Cicero v. McCarthy, (172 Ill. 279) 4984
Christensen, <i>In re</i> , (43 Fed. 243) 2215, 2278	Cicero v. Sanders, (62 Ind. 208) 5008
Christensen v. Fremont, (45 Neb. 160) 3808, 3814, 3892, 4640	Cicero v. Williamson, (91 Ind. 541) 607, 639, 640, 641, 654
Christian v. Eugene, (49 Ore. 170) 2972, 3229, 3269, 3271, 3311, 5166	Cicero Lumber Co. v. Cicero, (176 Ill. 9) 513, 515, 1722, 2031, 2038, 3098, 3935, 3936
Christian v. St. Louis, (127 Mo. 109) 3007, 4301	Cicero, etc. R. Co. v. Chicago, (176 Ill. 501) 4398
Christianson v. Tracy, (104 Minn. 533) 662, 699	Cicotte v. Church, (60 Mich. 552) 579
Christie v. Bayonne, (64 N. J. L. 191) 489, 1728, 5211, 5212	Cincinnati v. Anchor White Lead Co., (6 Ohio Dec. 1188) 4109
Christie v. Duluth, (82 Minn. 202) 4832	Cincinnati v. Anchor White Lead Co., (8 Ohio Dec. 578) 4109
Christie v. Johnston, (12 Grant. Ch. 534) 1171	Cincinnati v. Anchor White Lead Co., (44 Ohio St. 243) 4109, 4466, 4502
	Cincinnati v. Anderson, (52 Ohio St. 600) 4060
	Cincinnati v. Anderson, (10 Ohio Cir. Ct. R. 265) 4825, 4844

TABLE OF CASES.

5841

(References are to Pages.)

Cincinnati v. Batsche, (52 Ohio St. 324)	4410	Cincinnati v. Miller, (29 Ohio L. J. 364)	1965
Cincinnati v. Bickett, (26 Ohio St. 49)	1305, 1342, 1408, 1521	Cincinnati v. Moorman, (11 Ohio Dec. 162)	1929
Cincinnati v. Blymer Mfg. Co., (8 Ohio Dec. 288)	4070	Cincinnati v. Newell, (6 Ohio Dec. 1188)	4109
Cincinnati v. Broadwell, (8 Ohio Dec. 286)	2158	Cincinnati v. Penny, (21 Ohio St. 499)	4247
Cincinnati v. Bryson, (15 Ohio, 625)	2190, 2199, 2228	Cincinnati v. Philadelphia, (1 Conn. Rep. Ohio, 278)	1091
Cincinnati v. Buckingham, (10 Ohio, 257)	2131, 2134, 2201, 2281	Cincinnati v. Rice, (15 Ohio, 225)	2127
Cincinnati v. Burkardt, (20 Ohio Cir. Ct. Rep. 350)	1968, 2399	Cincinnati v. Roth, (20 Ohio Cir. Ct. Rep. 317)	4239
Cincinnati v. Cameron, (38 Ohio St. 336)	1083, 2615, 4184, 4749, 5400	Cincinnati v. Seasingood, (46 Ohio St. 296)	1649, 2570, 4346
Cincinnati v. Cincinnati Edison Electric Co., (11 Ohio Dec. 315)	3442, 4074	Cincinnati v. Shaw, (3 Wkly. Law Bul. Ohio, 556)	4100
Cincinnati v. Cincinnati Gaslight & Coke Co., (53 Ohio St. 278)	3696	Cincinnati v. Standard Wagon Co., (1 Ohio, N. P. 387)	4368
Cincinnati v. Cincinnati Hospital, (66 Ohio St. 440)	5104	Cincinnati v. Stone, (5 Ohio St. 38)	5483
Cincinnati v. Cincinnati Southern R. Co., (3 O. C. D. 438)	5152	Cincinnati v. Walls, (1 Ohio St. 222)	890
Cincinnati v. Cincinnati St. Ry. Co., (31 Ohio Wkly. Law Bul. 308)	3446	Cincinnati v. Wewell, (16 Wkly. Law Bul. Ohio, 287)	4390
Cincinnati v. Cincinnati, etc. Co., (26 Ohio St. 345)	4443	Cincinnati v. White, (6 Pet. U. S. 431)	2938, 2939
Cincinnati v. Columbia & C. St. Ry. Co., (17 Wkly. Law Bul. 192)	2882, 3570	Cincinnati & A. Turnpike Co. v. Avondale, (9 Ohio, Dec. 813)	3650
Cincinnati v. Corry, (10 Ohio Dec. 783)	3981, 4052	Cincinnati Gas Light & Coke Co. v. Avonuale, (43 Ohio St. 257)	3413, 3414, 3706
Cincinnati v. Covington & C. Bridge Co., (20 Ohio Cir. Ct. R. 393)	2934, 3504	Cincinnati Hotel Co. v. Branan, (8 Ohio Dec. 305)	2961
Cincinnati v. Dexter, (55 Ohio St. 73)	872, 878, 3441, 3799, 3800, 4610	Cincinnati Inclined Plane R. Co. v. Cincinnati, (52 Ohio St. 609)	3491, 3557
Cincinnati v. Diekmeler, (31 Ohio St. 242)	4192	Cincinnati, etc. Ry. Co., <i>In re</i> , (19 Ohio Cir. Ct. Rep. 582)	4260, 4261, 4273
Cincinnati v. Dodson, (7 Ohio Dec. 504)	3126	Cincinnati, etc. R. Co., <i>In re</i> , (19 Ohio Cir. Ct. R. 308)	2996
Cincinnati v. Eggleston Wilson & Co., (6 Ohio Dec. 1188)	4109	Cincinnati, etc. R. Co. v. Anderson, (139 Ind. 490)	3139, 3143
Cincinnati v. Fleischer, (63 Ohio St. 229)	5678	Cincinnati, etc. R. Co. v. Baughnan, (116 Ky. 479)	681
Cincinnati v. Frazier, (19 Ohio Cir. Ct. R. 604)	5604	Cincinnati, etc. R. Co. v. Belle Centre, (48 Ohio St. 273)	3137
Cincinnati v. Guckenberger, (60 Ohio St. 353)	4824, 4825, 4859	Cincinnati, etc. Ry. Co. v. Bowling Green, (57 Ohio St. 336)	2098, 3583
Cincinnati v. Gwynne, (10 Ohio, 192)	826, 1422, 2307	Cincinnati, etc. R. Co. v. Carthage, (36 Ohio St. 631)	3279, 3502
Cincinnati v. Hess, (19 Ohio Cir. Ct. R. 252)	4386	Cincinnati, etc. R. Co. v. Cincinnati, (62 Ohio St. 465)	4392
Cincinnati v. Holmes, (56 Ohio St. 104)	4024	Cincinnati, etc. R. Co. v. Cincinnati, (8 Wkly. Law Bul. 334)	2001, 2004
Cincinnati v. Honnigfort, (1 Ohio S. & C. P. Dec. 563)	4373	Cincinnati, etc. R. Co. v. Commonwealth, (128 Ky. 712)	1441
Cincinnati v. Jacob, (10 Ohio Dec. 27)	5516	Cincinnati, etc. R. Co. v. Connersville, (170 Ind. 316)	1532, 3072, 3161
Cincinnati v. Johnson, (17 Ohio Cir. Ct. 291)	1340	Cincinnati, etc. R. Co. v. Cummins, (14 Ohio St. 523)	3392, 4230
Cincinnati v. Jones, (28 Ohio Cir. Ct. Rep. 310)	2478	Cincinnati, etc. R. Co. v. Mims, (71 Ga. 240)	3009
Cincinnati v. Jung, (5 Ohio S. & C. P. Dec. 549)	4407	Cincinnati, etc. R. Co. v. People, (207 Ill. 566)	5023
Cincinnati v. Kasselmann, (10 Ohio Dec. 790)	4391	Cincinnati, etc. R. Co. v. People, (213 Ill. 197)	5023
Cincinnati v. Kraft, (8 Ohio Dec. 672)	2402	Cincinnati, etc. R. Co. v. People, (213 Ill. 558)	5024
Cincinnati v. Lewis, (66 Ohio St. 49)	2558	Cincinnati, etc. R. Co. v. Roseville, (76 Ohio St. 108)	3255, 3293
Cincinnati v. McErland, (7 Ohio Dec. 535)	4025	Cincinnati, etc. R. Co. v. Sullivan, (32 Ohio St. 152)	2098
Cincinnati v. McMicken, (6 Ohio Cir. Ct. Rep. 188)	2525		
Cincinnati v. Manns, (54 Ohio St. 257)	4519		
Cincinnati v. Mathers, (6 Ohio Dec. 755)	4031		

(References are to Pages.)

Cincinnati, L. & A. Electric Street R. Co. v. Stahle, (37 Ind. App. 539)	3447	Citizens' Street R. Co. v. Memphis, (53 Fed. 715)	1762
Cincinnati Southern R. Trustees v. Haas, (42 Ohio St. 239)	3152	Citizens' Water Co. v. Bridgeport Hydraulic Co., (55 Conn. 1)	1645, 2723
Cincinnati & Spring Grove Ave. St. Ry. Co. v. Cummins ville, (14 Ohio St. 523)	2392	City v. Blymyer Mfg. Co., (7 Ohio Wkly. L. Bul. 30)	2980
Cincinnati Street R. Co. v. Cincinnati, (8 Ohio, N. P. 80)	2558	City v. Lamson, (76 U. S. 9 Wall. 477)	544, 4804
Cincinnati Street R. Co. v. Smith, (29 Ohio St. 291)	1536, 3413, 5196, 5317	City v. McDermott, (5 Ohio Dec. 494)	4566
Cincinnati Tp. v. Ogden, (5 Ohio 23)	5098	City Bank v. Hule, (1 Rob. 236)	4492
Cincinnati Turnpike Co. v. Cincinnati, (4 Am. L. Rec. Ohio, 325)	660	City Council v. Ashley Phosphate Co., (33 S. C. 25)	2288
Cincinnati Water Co. v. Cincinnati, (4 Ohio, 443)	1817	City Council v. Dunn, (1 McCord, S. C. 333) 2032, 2384, 2385,	2411
Circleville v. Neuding, (41 Ohio St. 465)	5486, 5491	City Council v. King, (4 McCord, S. C. 487)	2300
Circleville v. Sohn, (59 Ohio St. 285)	5426, 5632	City Council v. Pinckney, (1 Const. Rep. S. C. 42)	4434
Circleville Light & Power Co. v. Buckeye Gas Co., (69 Ohio St. 259)	3422	City Council v. Truchelut, (1 Nott & McCord, 227)	2388, 2404
Cities v. ———. See names of particular cities.		City Imp. Co. v. Broderick, (125 Cal. 139)	2631
Citizens Bank v. Spencer, (126 Ia. 101)	2569, 2582, 2585, 4114, 4126, 4746	City-Item Co-operative Printing Co. v. New Orleans, (51 La. Ann. 713)	5027, 5032, 5339, 5373
Citizens' Bank v. Terrell, (78 Tex. 450) 4682, 4833, 4915, 4923,	4927	City Publishing Co. v. Jersey City, (54 N. J. L. 437)	1521
Citizens' Coach Co. v. Camden H. R. Co., (33 N. J. Eq. 267) ..	3615	City Railway Co. v. Citizens' Street Railway Co., (166 U. S. 557) 3386, 3387, 3424, 3467, 3491,	3568
Citizens' Electric Light & Power Co. v. Sands, (95 Mich. 551)	3407, 3451, 3466, 3532	City Railway Co. v. Citizens' Railway Co., (52 N. E. Ind. 157)	3423, 3488, 3510
Citizens' Gaslight Co. v. Wakefield, (161 Mass. 432)	3836, 4008	City Sewerage U. Co. v. Davis, (8 Phila. Pa. 625)	1347
Citizens' Gas & E. Co. v. Nicholson, (152 Fed. 389)	5772	City Sewerage U. Co. v. Davis, (1 Leg. Gaz. Pa. 402)	1999
Citizens' Gas & Mining Co. v. Elwood, (114 Ind. 332)	1391, 1601, 1606, 3413, 3425	City Street Imp. Co. v. Babcock, (123 Cal. 205)	4007
Citizens' Gas & Oil Mining Co. v. Whipple, (32 Ind. App. 203) ..	3664	City Street Imp. Co. v. Babcock, (139 Cal. 690)	4006
Citizens' Horse Ry. Co. v. Belleville, (152 Ill. 171)	3505	City Street Imp. Co. v. Laird, (138 Cal. 27)	2681, 4003, 4004
Citizens' National Bank v. Graham, (147 Mo. 250)	557	City Street Imp. Co. v. Marysville, (155 Cal. 419)	4167
Citizens' Railway & Light Co. v. Johns, (Tex. Civ. App. 116 S. W. 62)	3479	City Street Imp. Co. v. Rontel, (140 Cal. 55)	968, 971
Citizens' Savings Bank v. Greenburgh, (173 N. Y. 215)	4875	City Street Imp. Co. v. Taylor, (138 Cal. 364)	2785, 3975, 3980
Citizens' Savings Bank v. Greenburg, (70 N. Y. S. 68)	4936	City Street Imp. Co. v. University of California, (153 Cal. 776)	4421
Citizens' Savings Bank v. Newburyport, (169 Fed. 766)	4581	City & Suburban Ry. Co. v. Savannah, (77 Ga. 731)	1433, 1605, 2104
Citizens' Savings Bank v. Owensboro, (173 U. S. 636) ..	1637, 1638	City Water Power Co. v. Fergus Falls, (113 Minn. 33)	4214
Citizens' Savings Bank & Trust Co. v. Chicago, (215 Ill. 174) ..	4437	City Water Supply Co. v. Otumwa, (120 Fed. 309)	4714, 4722, 4738, 5175, 5370
Citizens' Savings & Loan Ass'n v. Perry, (156 U. S. 692)	4808, 4872, 4905	C. J. Sullivan Advertising Co. v. N. Y., (113 N. Y. S. 893)	2907
Citizens' Savings & Loan Ass'n v. Topeka, (20 Wall. U. S. 655) ..	560, 874, 4821, 4946, 4953	C. L. Flaccus Glass Co. v. Brackenridge, (226 Pa. 89)	3344
Citizens' Street R. Co. v. City Ry. Co., (64 Fed. 647)	3386	Clafin v. Hopkinton, (4 Gray, Mass. 502)	804, 5358
Citizens' Street R. Co. v. City R. Co., (56 Fed. 746)	3519	Clagett v. Duluth, (143 Fed. 824)	4800, 5373
Citizens' St. R. Co. v. Jones, (34 Fed. 579)	3421, 3423, 3443	Claghorn & Cunningham v. Saussey, (51 Ga. 576)	956
Citizens' Street R. Co. v. Jones, (34 Fed. 579)	2758	Clair v. Manchester, (72 N. H. 231)	5435
		Clairton Borough, <i>In re</i> , (34 Super. Ct. 74)	658
		Clamp, <i>Ex parte</i> , (9 Ohio Dec. 672)	1910, 2446
		Clamp, <i>In re</i> , (33 Misc. Rep. 250)	2674, 2676

TABLE OF CASES.

5843

(References are to Pages.)

Clancy v. Kenworthy, (74 Ia. 740)	1186	Clark v. Hardison, (40 Tex. Civ. App. 611)	920
Clapp v. Cedar County, (5 Ia. 15)	4887, 4928	Clark v. Holdridge, (58 Barb. N. Y. 61)	1197
Clapp v. Ellington, (34 N. Y. S. 283)	5631	Clark v. Hule, (49 Ark. 145) ..	5097
Clapp v. Hartford, (35 Conn. 66)	4455	Clark v. Interstate Independent Tel. Co., (72 Neb. 883) ..	3564, 5340, 5348
Clapp v. Marice City, (111 Fed. 103)	4845, 4850, 4901, 4902	Clark v. Iowa City, (20 Wall. U. S. 583)	4804
Clapp v. Otoe County, (104 Fed. 473)	4900, 4903	Clark v. Janesville, (10 Wis. 136)	875, 878, 1516, 4804, 4862, 4878, 4529, 4536, 4594
Clapp v. Spokane, (53 Fed. 515) ..	3530, 3968	Clark v. Janesville, (13 Wis. 414)	4867
Clapp v. Walker & Davis, (25 Ia. 315)	5225, 5226	Clark v. Jennings, (32 Pac. Cal. 1049)	4061
Clapper v. Strong, (85 N. Y. S. 748)	4199	Clark v. Kansas City, (176 U. S. 114)	605, 621
Clapton v. Taylor, (49 Mo. App. 117)	2687, 2701, 2705	Clark v. Lawrence, (75 Kan. 26)	4004, 4005
Clare v. State, (5 Ia. 509)	2346	Clark v. Lawrence, (63 Ill. 32)	807
Clarence v. Patrick, (54 Mo. App. 462)	1840, 2330	Clark v. Le Cren, (9 B. & C. 52) ..	816, 1575, 1598
Clarissy v. Metropolitan Fire Dept., (7 Abb. Pr. N. S. N. Y. 352)	980	Clark v. Lewis, (35 Ill. 417) ..	1552
Clark's Application, (135 Wis. 437)	340	Clark v. Los Angeles, (160 Cal. 30)	3806, 3818, 3820, 3844, 3858, 4661, 4666, 4667, 4673, 4818, 4832, 4870
Clark's Case, (5 Coke, 64)	1554	Clark v. Lyon, (68 N. Y. 609) ..	3901, 3977
Clark, <i>In re</i> , (65 Conn. 17)	1883	Clark v. McCormick, (174 Ill. 164)	3246
Clark, <i>In re</i> , (9 Wend. N. Y. 212) ..	2369	Clark v. Manchester, (62 N. H. 577)	5504
Clark v. Atchison, etc. R. Co., (8 Kan. App. 733)	4988	Clark v. New Brunswick, (43 N. J. L. 175)	2198, 2322
Clark v. Atlantic City, (180 Fed. 598)	5063, 5418, 5445, 5477	Clark v. New York, (4 N. Y. 388)	4159
Clark v. Buchanan, (2 Minn. 346)	5272	Clark v. Nicholasville, (27 Ky. L. Rep. 974)	5509
Clark v. Bynum, (3 McCord S. C. L. 298)	1738	Clark v. Noblesville, (44 Ind. 83)	4852
Clark v. Cape May, (50 N. J. L. 558)	499	Clarke v. Northampton, (120 Fed. 661)	4853, 4866, 4867
Clark v. Chicago, (5 Fed. Cas. No. 2,817)	5425, 5688, 5692	Clark v. North Muskegon, (88 Mich. 308)	357, 5177, 5618
Clark v. Chicago, (155 Ill. 223) ..	4475	Clark v. Peckham, (9 R. I. 455) ..	3016, 3051
Clark v. Chicago, (166 Ill. 84) ..	4385	Clark v. People, (Breese, Ill. 340)	2292
Clark v. Chicago, (214 Ill. 318) ..	4022, 4406	Clark v. People, (146 Ill. 348) ..	4478
Clark v. Chicago, (229 Ill. 363) ..	1705	Clark v. Philadelphia, (171 Pa. 30)	4259
Clark v. Chicago & N. W. Ry. Co., (70 Wis. 593)	2957	Clark v. Philadelphia, (185 Pa. St. 503)	4276
Clark v. Columbus, (10 Ohio Dec. 760)	4622	Clark v. Police, etc. Board, (127 Cal. 550)	1096
Clark v. Commonwealth, (14 Bush, Ky. 166)	1998, 2935	Clark v. Portsmouth, (68 N. H. 263)	1144, 4615
Clark v. Deadwood, (22 S. D. 233)	2769, 2774	Clark v. Providence, (16 R. I. 337)	2514, 2518
Clark v. Denton, (1 B. & A. 92)	816, 1598	Clark v. Richmond, (83 Va. 355) ..	5589, 5665, 5668, 5704, 5711
Clarke v. Des Moines, (19 Ia. 199)	3890, 4009, 4108, 4755, 4756, 4757, 4762, 4767, 4776, 4813	Clark v. Rochester, (5 Abb. Prac. N. Y. 107)	288, 380
Clark v. District of Columbia, (3 Mackey, 14 D. C. 79)	5735	Clark v. Rochester, (43 Hun, N. Y. 271)	5578
Clark v. Dunkirk, (19 N. Y. S. 181)	4513	Clark v. Rosedale, (70 Miss. 542) ..	4829
Clarke v. Earle, (42 N. J. L. 94) ..	4780	Clark v. Salem, (61 Ore. 116) ..	4491
Clark v. Easton, (146 Mass. 43) ..	5434, 5483	Clark v. School Dist., (78 Ill. 474)	2770
Clark v. Elizabeth, (32 N. J. L. 357)	3978	Clark v. South Bend, (85 Ind. 276)	792, 2061, 2067, 2085, 2466
Clark v. Elizabeth, (37 N. J. L. 120)	3265	Clark v. Sprague, (113 App. Div. N. Y. 645)	2558
Clark v. Elizabeth, (40 N. J. L. 172)	3231	Clark v. Stanley, (66 N. C. 59) ..	937
Clark v. Elizabeth, (61 N. J. L. 565)	1305, 1739, 4226, 4227, 4250	Clark v. State, (46 Tex. Cr. Rep. 566)	1864
Clark v. Farmers', etc. Co., (15 Wend. N. Y. 256)	579	Clark v. State, (142 N. Y. 101) ..	1139
Clark v. Fire Department of Elizabeth, (43 N. J. L. 172) ..	2412		
Clark v. Fry, (8 Ohio St. 358) ..	1987, 2887		

(References are to Pages.)

Clark v. Syracuse, (13 Barb. N. Y. 32)	1927, 1923	Clay, <i>Ex parte</i> , (98 Mo. 578).....	2444
Clark v. Titusville, (184 U. S. 329)	2224	Clay v. Board, (85 Mo. App. 237)	1169, 1170
Clark v. Washington, (12 Wheat. 40)	840, 2568	Clay v. Grand Rapids, (60 Mich. 451)	3021, 4369
Clark v. West Bay City, (112 Mich. 283)	2707	Clay v. Mexico, (92 Mo. App. 611)	1396, 3960, 4044, 4046, 4047, 4087
Clark v. Waltham, (128 Mass. 567)	5511	Clay v. St. Albans, (43 W. Va. 539)	4283, 4284, 5578
Clark v. Wilmington, (5 Har. Del. 243)	5570, 5571	Clay v. Society for Savings, (104 U. S. 579)	4610, 4891, 4905
Clark Civil Twp. v. Brookshire, (114 Ind. 437)	1112	Clay v. United States, (115 U. S. 616)	4975
Clark County Justices v. Paris, W. & K. R. Turnpike Co., (11 B. Mon. 143)	4974	Clay Center v. Clay Center Light & Power Co., (78 Kan. 390)	2722, 3837
Clark, Dodge & Co. v. Davenport, (14 Ia. 494)	309, 786, 1836, 4951, 4984	Clay City v. Bryson, (30 Ind. App. 490)	2631, 3923, 4515
Clark & Murrell v. Mobile, (67 Ala. 217)	2264	Clay City v. Roberts, (124 Ky. 594)	5291
Clark & Sons Co. v. Pittsburgh, (217 Pa. 46)	2642, 4137	Claybrook v. Rockingham Co. Com'rs, (117 N. C. 456)	4670, 4878, 4881
Clark Tp. of Howard, <i>In re</i> , (9 Ont. 576)	1548	Claybrook v. Rockingham Co., (114 N. C. 453)	915, 4670
Clarke v. Blackmar, (47 N. Y. 150)	3891	Clayman v. New York, (102 N. Y. S. 661)	5064
Clarke v. Brookfield, (81 Mo. 503).....	2476, 2479, 2486, 3214, 3883	Clayton v. Brooks, (150 Ill. 97)	5754
Clarke v. Chicago, (185 Ill. 354)	4309, 4475, 5063, 5416	Clayton v. Chicago, (44 Ill. 280)	4949, 5023
Clarke v. Evansville Boat Club, (44 Ind. App. 426)	2522, 2835, 3287, 3830	Clayton v. Henderson, (103 Ky. 228)	5448, 5452, 5453
Clarke v. Irwin, (5 Nev. 111).....	431	Clayton v. Hudson, (60 N. J. L. 362)	5212
Clarke v. Jennings, (98 Cal. 17)	1499	Clayton v. Lafargue, (23 Ark. 137)	5362, 5364
Clark v. Leathers, (9 Ky. L. Rep. 558)	921	Clayton v. McWilliams, (49 Miss. 311)	4757
Clarke v. Lyon, (8 Nev. 181)	2594, 2737, 5167	Clayton County High School v. Clayton County, (9 Ia. 175).....	5072
Clarke v. Philadelphia & R. C. & I. Co., (92 Minn. 418).....	5759	Clearwater v. Bowman, (72 Kan. 92)	1746
Clarke v. Potter County, (1 Pa. St. 159)	565, 569, 570	Clearwater v. Garfield, (65 Neb. 697)	5181
Clark v. Providence, (16 R. I. 337)	3971	Cleary v. Booth, (68 L. T. Rep. 349)	5087
Clarke v. Rochester, (24 Barb. N. Y. 446)	4605, 4828	Cleary v. McAdoo, (99 N. Y. S. 60)	5061
Clarke v. Rochester, (28 N. Y. 605)	719	Cleary v. Johnston, (79 N. J. L. 49)	2228, 2248
Clarke v. Rochester, (14 How. Pr. 193)	287	Cleburne v. Brown, (73 Tex. 443)	4610
Clarke v. Rogers, (4 Ky. Law Rep. 929)	1064, 1066	Cleburne v. Cleburne Water, Ice & L. Co., (14 Tex. Civ. App. 229)	4618
Clarke v. Rogers, (81 Ky. 43).....	354	Cleburne v. Elder, (46 Tex. Civ. App. 399)	5751
Clarke v. School District, (84 Ark. 516)	5165	Cleburne v. Gutta Percha & Rubber Mfg. Co., (Tex. Civ. App. 127 S. W. 1072).....	4581, 4618
Clarke v. School District No. 7, (3 R. I. 199)	580	Cleburne Water Co. v. Cleburne, (13 Tex. Civ. App. 141).....	3780, 3784
Clarke v. Tucket, (2 Vent. 183)	1549	Clee v. Trenton, (108 Mich. 293)	5039
Clarke v. Courts v. San Jacinto County, (18 Tex. Civ. App. 204)	4926	Clegg v. School District, (8 Neb. 178)	302, 304, 447
Clarke & Daviney v. Jack, (60 Ala. 271)	431, 482	Clemence v. Auburn, (66 N. Y. 334)	5633
Clarksburg Electric L. Co. v. Clarksburg, (47 W. Va. 739)	782, 3409, 3416, 7475	Clemens v. Baltimore, (16 Md. 208)	4537, 4541
Clarksdale v. Broadus, (77 Miss. 667)	4655, 4925	Clemens v. Clemens, (60 Barb. N. Y. 366)	2507
Clarksdale v. Pacific Imp. Co., (81 Fed. 329)	4872	Clemens v. Knox, (31 Mo. App. 185)	4492
Clarksdale Insurance Agency v. Cole, (87 Miss. 637)	1689	Clement v. Cincinnati, (16 Wkly. Law Bul. 355)	3441
Clarkson v. Rochester, (24 Barb. N. Y. 446)	380, 875	Clement v. Cincinnati, (9 Ohio S. & C. P. Dec. 688).....	3616
Clason v. Milwaukee, (30 Wis. 316)	1575, 1584, 2411	Clement v. Lathrop, (18 Fed. 885)	567, 573
Claussen v. Luverne, (103 Minn. 491)	5399, 5414, 5422		

TABLE OF CASES.

5845

(References are to Pages.)

Clementine v. State, (14 Mo. 112)	2107	Cleveland Fire Alarm Tel. Co. v. Metropolitan Fire Com'rs, (7 Abb. Pr. N. S. N. Y. 49)...	2687, 2696
Clements v. Casper, (4 Wyo. 494)	2222	Cleveland, etc. R. Co. v. Backus, (154 U. S. 439)	1687
Clements v. Lee, (114 Ind. 397)	4105, 4513	Cleveland, etc. Ry. Co. v. Bender, (69 Ill. App. 262)	1830, 1840
Clements v. Norwood, (2 Ohio N. P. 274)	4382	Cleveland, etc. R. Co. v. Cincinnati, (Prob. R. Ohio, 269)...	3413
Clements v. West Troy, (10 How. Pr. N. Y. 199).....	3278, 3299	Cleveland, etc. R. Co. v. Connersville, (147 Ind. 277)	1574
Clemmer v. Cincinnati, (28 Ohio Cir. Ct. R. 89)	3982	Cleveland, etc. Ry. Co. v. Dunn, (61 Ill. App. 227)	637, 640, 651, 654, 655, 2404
Clendenin v. Maryland Const. Co., (86 Md. 80).....	3313	Cleveland, etc. R. Co. v. Harrington, (131 Ind. 426)	1571, 2087, 2090
Clendenon v. Philadelphia, (13 Phil. Pa. 54)	1091	Cleveland, etc. R. Co. v. Jones Co., (20 Ind. App. 87).....	4555, 4793
Clensay v. Norwood, (137 Fed. 962)	3037, 3950, 3983, 4370	Cleveland, etc. R. Co. v. O'Brien, (24 Ind. App. 547).....	4480 4481
Cleu v. San Francisco Police Com'rs, (3 Cal. App. 174)....	5048	Cleveland, etc. R. Co. v. Pennsylvania, (15 Wall. U. S. 300)...	1639
Cleveland v. Bergen Bldg. & Imp. Co., (N. J. Ch. 55 Atl. 117)	3260	Cleveland, etc. R. Co. v. Powers, (173 Ind. 105)	1410
Cleveland, In re, (51 N. J. L. 319)	487, 488, 492, 971	Cleveland School-Furniture Co. v. Greenville, (146 Ala. 559)	780, 4582, 4595
Cleveland, In re, (52 N. J. L. 188)	299, 453	Cleveland Trinidad Pav. Co. v. McLord, (145 Mo. App. 141)...	2643
Cleveland v. Augusta, (102 Ga. 233)	2101	Cleveland v. State Bank, (16 Ohio St. 236)	1084
Cleveland v. Board of Finance of Jersey City, (38 N. J. L. 259)	5152, 5153	Clevenger v. Rushville, (90 Ind. 258)	1810, 1870
Cleveland v. Calvert, (54 S. C. 83)	4653, 4656, 4670, 4802, 4816, 4831, 4850, 5351	Clifford v. Dam, (81 N. Y. 52)	1987, 2842
Cleveland v. Citizens' Nat. Bank of Gastonia, (157 N. C. 191)	4800, 4863	Clifford Poor Dist. v. Gibson Poor Dist., (14 Pa. Co. Ct. R. 327)	5100
Cleveland v. Clements Bros. Const. Co., (67 Ohio St. 197)	543, 2182, 2654, 4117	Clifton v. Hobgood, (106 La. 535)	4949, 4968, 4984
Cleveland v. Cleveland City Ry. Co., (194 U. S. 517).....	3711, 3720	Clifton v. Philadelphia, (217 Pa. 102)	5676
Cleveland v. Cleveland Electric R. Co., (201 U. S. 529)	3491, 3567, 3711	Clifton v. Weston, (54 W. Va. 250)	2972
Cleveland v. Cleveland, etc. R. Co., (93 Fed. 113) 2930, 2975, 2979		Clifton Forge v. Allegheny Bank, (92 Va. 283)	4938
Cleveland v. Helsley, (41 Ohio St. 670)	706	Clifton Forge v. Brush Electric Co., (92 Va. 289)	4857, 4938
Cleveland v. Hyland, (18 Ohio Cir. Ct. Rep. 868)	4257	Clifton Land Co. v. Des Moines, (144 Ia. 625)	4312
Cleveland v. King, (132 U. S. 295)	5591	Cline v. Crescent City R. Co., (41 La. Ann. 1031)	5588
Cleveland v. Ledoux, (Rap. Jud. Que. 22 C. S. 85)	2349	Cline v. Seattle, (13 Wash. 444)	1305, 4346
Cleveland v. Malm, (7 Ohio Dec. 124)	1917	Clinton v. Cedar Rapids, etc. R. Co., (24 Ia. 455)	513, 3144
Cleveland v. Payne, (72 Ohio St. 347)	5723	Clinton v. Clinton, (61 Ia. 205)	5099
Cleveland v. St. Paul, (18 Minn. 279)	5633, 5722	Clinton v. Franklin, (119 Ky. 143)	3162
Cleveland v. Stewart, (3 Ga. 283)	252	Clinton v. Henry, (115 Mo. 557)	4338, 4453, 4535
Cleveland v. Tripp, (13 R. I. 50)	4089, 4345, 4393	Clinton v. Howard, (42 Conn. 294)	1992
Cleveland v. United States, (111 Fed. 341)	4954, 4974, 4986	Clinton v. Leake, (71 S. C. 22)	2317
Cleveland v. Yonkers, (4 N. Y. S. 84)	4373	Clinton v. Phillips, (58 Ill. 102)	1619, 2124
Cleveland Burial Case Co. v. Erie R. Co., (24 Ohio Cir. Ct. R. 107)	3611	Clinton v. Portland, (26 Ore. 410)	2667, 3981, 3985, 3986, 4004, 4031, 4312
Cleveland City Ry. Co. v. Cleveland, (94 Fed. 385).....	1644, 1722	Clinton v. Revere, (195 Mass. 151)	5648, 5765, 5767
Cleveland Electric Ry. Co. v. Cleveland, (135 Fed. 368)....	1642	Clinton v. Walliker, (98 Ia. 655)	4089, 4724
Cleveland Electric Ry. Co. v. Cleveland, (204 U. S. 116)	3469, 3488, 3490	Clinton v. Welch, (166 Mass. 133)	1989, 2806
		Clinton v. Worcester Consol. St. R. Co., (199 Mass. 279)	3571
		Clinton Ave., In re, (68 N. Y. S. 196)	3117

(References are to Pages.)

Clinton-Dunn Tel. Co. v. Carolina Tel. & Tel. Co., (74 S. E. N. C. 636)	3585, 3586, 3770, 3781
Clinton School Tp. v. Lebanon Nat. Bank, (18 Ind. App. 42)	2624
Clinton Street Police Station Site, <i>In re</i> , (123 N. Y. S. 198) ..	3167
Clintonville v. Keeting, (4 Denio, N. Y. 341)	2118, 2273
Clizer v. Krauss, (57 Wash. 26) ..	4536
Cloherly, <i>In re</i> , (2 Wash. 137) ..	307, 726, 728, 2288
Cloonan v. Kingston, (37 Misc. Rep. N. Y. 322)	1146
Clopper v. Greensburg Borough, (9 Pa. Dist. Rep. 598)	4290
Cloquet Lumber Co., <i>In re</i> , (61 Minn. 233)	5023
Close v. Twibell, (47 Ind. App. 290)	4414
Closson v. Trenton, (48 N. J. L. 438)	435
Clothier v. Philadelphia, (22 Pa. Super. Ct. 608)	2043
Cloud v. Lawrence, (12 Wash. 163)	4779
Cloud v. Pierce City, (86 Mo. 357)	5183, 5264, 5283, 5296
Cloud v. Sumas, (9 Wash. 399) ..	4773, 5283
Clough v. Curtis, (134 U. S. 361)	1720
Clough v. Hart, (8 Kan. 487) ..	1088, 2592
Clough v. Spokane, (7 Wash. 279)	4207
Cloughessey v. Waterbury, (51 Conn. 405)	5683, 5694, 5697, 5699
Clouse v. San Diego, (159 Cal. 434)	4110, 5358
Cloutman v. Pike, (7 N. H. 209) ..	1077
Clute v. Turner, (157 Cal. 73) ..	3074
Clymer v. Roberts, (220 Pa. St. 162)	2859
Coal Float v. Jefferson, (112 Ind. 15)	799, 889, 2190
Coal, etc. Co. v. Ashland, (1 Leg. Rec. Pa. 130)	643
Coan v. Marlborough, (164 Mass. 206)	5390, 5543
Coar v. Jersey City, (35 N. J. L. 404)	4032, 4036
Coast Co. v. Spring Lake Borough, (56 N. J. Eq. 615) ..	535, 698, 3904, 5192
Coast Line R. Co. v. Cohen, (50 Ga. 451)	3389
Coast Line R. Co. v. Savannah, (30 Fed. 646)	1644, 1770, 3521
Coates v. Campbell, (37 Minn. 498)	4821
Coates v. Dubuque, (68 Ia. 550) ..	4238
Coates v. New York, (7 Cow. N. Y. 585) ..	1610, 1612, 1940, 2303, 2332
Coates v. Norwood, (16 Ohio Cir. Ct. 196)	4379, 4401
Coaticook v. Lathrop, (22 Quebec Super. Ct. 225)	1583
Coats v. People, (22 N. Y. 245) ..	265
Cobb v. Bord, (40 Minn. 479) ..	495
Cobb v. Boston, (109 Mass. 438) ..	1963
Cobb v. Davenport, (33 N. J. L. 223)	3212
Cobb v. Lincoln, (15 Neb. 86) ..	5121
Cobb v. Portland, (55 Maine, 381)	414, 5390, 5391
Cobb v. Standish, (14 Me. 198) ..	5760
Cobe v. Chicago, (246 Ill. 625) ..	4443
Coburn v. Bossert, (13 Ind. App. 359)	3030, 3037, 3940, 3945, 4289, 4890, 4407, 4556
Coburn v. New Tel. Co., (156 Ind. 90)	3650
Coburn v. San Mateo County, (75 Fed. 520)	3253, 5382
Cochran v. Collins, (29 Cal. 129) ..	3918, 4151, 4538
Cochran v. Darcy, (5 S. C. 125) ..	1636
Cochran v. McCleary, (22 Ia. 75)	967
.....	1025, 1051, 1281, 1283, 1285, 1287
Cochran v. Park Ridge, (138 Ill. 295)	3035, 4072, 4371, 4504
Cochran v. People's Railway Co., (131 Mo. 607)	4149
Cochran v. Preston, (108 Md. 220)	2079, 2082
Cochran v. Purser, (160 Ala. 540) ..	2812
Cochran v. Shepherdsville, (19 Ky. L. Rep. 1192)	3285, 5614
Cochran v. Springfield, (139 Mo. App. 678)	5741
Cochran v. United States, (157 U. S. 286)	2328
Cochrane v. Frostburg, (81 Md. 54) 790, 2050, 2051, 5419, 5546, ..	5662
Cochran v. McCleary, (22 Ia. 75)	5195, 5243
Cochrane v. Melrose, (121 Mass. 563)	1136
Cockburn v. Union Bank, (13 La. Ann. 289)	1386
Cocke v. Gooch, (5 Heisk. Tenn. 294)	341
Cockrell v. Dallas, (Tex. Civ. App. 1908, 111 S. W. 977) ...	3224
Coddington v. White, (2 Duer. N. Y. 390)	1169
Coden v. Gettysburg, (8 Leg. Gaz. Pa. 167)	1547, 1947
Codman v. Crocker, (203 Mass. 146)	500, 3331
Cody v. Fitzsimmons, (50 Conn. 209)	2973
Cody v. Lennard, (45 Ga. 85) ..	5222
Cody v. Murphey, (89 Cal. 522) ..	316, 485
Cody v. New York, (75 N. Y. S. 648)	4159, 4175
Coe v. Buell, (27 Minn. 197) ..	4608, 4831
Coe v. Englewood Cliffs, (63 N. J. L. 559)	5041
Coe v. Errol, (62 N. H. 303)	1692
Coe v. Gregory, (53 Mich. 19) ..	365
Coe v. Schultz, (47 Barb. N. Y. 64)	1917, 1943
Coe College v. Cedar Rapids, (120 Ia. 541)	3199, 3203, 3256
Cofer v. Elizabethtown, (30 Ky. L. Rep. 706)	2119
Coffeen v. Preble, (142 Wis. 183) ..	5094
Coffey v. Carthage, (186 Mo. 573)	5626
Coffey v. Carthage, (200 Mo. 616) ..	5627
Coffey v. Smith, (50 Kan. 350) ..	2729
Coffey v. Superior Court, etc., (147 Cal. 525)	1207, 1218
Coffeyville Mining & Gas Co. v. Citizens' Natural Gas & Mining Co., (55 Kan. 173)	3779
Coffin v. Indianapolis, (59 Fed. 221)	4826, 4827, 4858
Coffin v. Kearney Co. Com'rs, (57 Fed. 137)	4811, 4878
Coffin v. Portland, (43 Fed. 411) ..	1338
Coffin v. Portland, (27 Fed. 412) ..	3206, 3339
Coffin v. Richards, (6 Idaho, 741)	4661, 4925
Coffin v. Nantucket, (5 Cush. Mass. 269)	981, 1266

TABLE OF CASES.

5847

(References are to Pages.)

Coffin v. Reynolds, (37 N. Y. 640)	954	Cole v. Minnesota Loan & Trust Co., (17 N. D. 409)	3196, 3198, 3229, 3232, 3245, 3261
Coffield v. Britton, (50 Tex. Civ. App. 208)	683	Cole v. Muscatine, (14 Ia. 296)	4228
Coggeshall v. Des Moines, (78 Ia. 235)	2663, 2665, 4515, 4575	Cole v. Nashville, (4 Sneed, Tenn. 162)	5423
Coggeshall v. Pelton, (7 Johns. Ch. N. Y. 292)	2494	Cole v. Newburyport, (129 Mass. 594)	5450, 5681
Coghill v. State, (37 Ind. 111) ..	1782	Cole v. People, (161 Ill. 16) ..	4034, 4081, 4085
Cohen v. Alameda, (124 Cal. 504) ..	3887, 4027	Cole v. St. Louis, (132 Mo. 633)	3101, 4234
Cohen v. Cleveland, (43 Ohio St. 190)	4410	Cole v. Seattle, (116 Pac. Wash. 257)	5582
Cohen v. New York, (113 N. Y. 532)	1991, 1992, 2873, 2923, 5420, 5635, 5679, 5765, 5769	Cole v. Skrainka, (87 Mo. App. 427)	818, 819, 2571
Cohen v. New York, (204 N. Y. 424)	5610, 5611	Cole v. Skrainka, (105 Mo. 303) ..	4097, 4030, 4131, 4486
Cohen v. Bank of State of Georgia, (81 Ga. 723)	2940	Cole v. Sprowl, (35 Me. 161) ..	3279, 3290
Cohen v. Wright, (22 Cal. 293) ..	1651	Cole v. State, (102 N. Y. 48)	536
Cohen & Co. v. Goldsboro, (77 N. C. 2)	1724	Cole's Estate, <i>In re</i> , (102 Wis. 1) ..	5333, 5341
Cohens v. Virginia, (6 Wheat. U. S. 264)	899	Colegrove Water Co. v. Hollywood, (151 Cal. 425)	2901
Cohn v. Kansas, (108 Mo. 387) ..	5752	Coleman v. Broad River Tp., (50 S. C. 321)	4871
Cohn v. New Brunswick, (73 N. J. L. 128)	1223	Coleman v. Elgin, (45 Ill. App. 64)	1136
Cohoes v. Cohoes Co., (4 How Pr. N. Y. 343)	5026	Coleman v. Eutaw, (157 Ala. 327)	4651, 4664, 4665, 4669, 4832, 4925, 5351
Cohoes v. Delaware & H. Canal Co., (54 Hun. N. Y. 558) ..	2980, 3312	Coleman v. Frame, (26 Okla. 193)	3371, 4646, 4660
Cohoes v. Delaware & H. Canal Co., (134 N. Y. 397) ..	1983, 3282, 3310	Coleman v. Hartford, (157 Ala. 550)	2599, 2601, 2755
Colt v. Grand Rapids, (115 Mich. 493)	4425, 5011	Coleman v. Holden, (88 Miss. 798)	2952, 2993
Coker v. Atlanta, etc. R. Co., (123 Ga. 483) ..	2771, 2777, 2939, 2983, 5356	Coleman v. New Kensington, (140 Fed. 684)	4723, 4774
Coker v. Birge, (9 Ga. 425)	1951	Coleman v. Price, (54 Tex. Civ. App. 39)	5448, 5449, 5451
Colbert v. Ardmore, (31 Okl. 537)	5564, 5566	Coleman v. Sands, (87 Va. 689) ..	1077
Colby v. La Grange, (65 Fed. 554)	3083	Coleman v. Second Ave. R. Co., (38 N. Y. 201)	3390
Colby University v. Canandaigua, (69 Fed. 671)	3806, 3835	Coleman v. Thurmond, (56 Tex. 514)	2971
Colby University v. Canandaigua, (96 Fed. 449)	3817	Coler v. Cleburne, (131 U. S. 162) ..	723, 4805, 4836, 4837, 4838, 4923
Colbourn v. Wilmington, (4 Penn. Del. 443)	5601, 5631, 5741	Coler v. Coppin, (10 N. D. 86) ..	4974, 5293
Colburn v. McDonald, (72 Neb. 431)	4869	Coler v. Dwight School Tp., (8 N. D. 249) ..	4887, 4891, 4902, 4904, 4905
Colchester v. Brooke, (7 Q. B. 339)	681, 713	Coler v. Rhoda School Tp., (6 S. D. 640)	4906
Colchester v. Seaber, (3 Burr. 1866)	713	Coler v. Stanly, (89 Fed. 257) ..	5042
Colclough v. Milwaukee, (92 Wis. 182)	4218, 4239	Coler v. Sterling, (15 S. D. 415) ..	4778
Cold Spring Iron Works v. Tolland, (9 Cush. Mass. 492) ..	589, 593	Coles v. Allison, (23 Ill. 437) ..	915, 2403
Coldwater v. Tucker, (36 Mich. 474)	585, 593, 1906, 2461, 2464, 2575, 3033, 3035, 3957, 4103	Coles v. Goehring, (209 Ill. 142) ..	4619
Cole, <i>In re</i> , (16 Misc. Rep. N. Y. 134)	1356	Coles v. Madison County, (1 Breese, Ill. 115)	379, 599
Cole v. Atlantic City, (69 N. J. L. 131)	1716, 5329, 5340	Coles v. Peck, (96 Ind. 333)	3331
Cole v. Black River Falls, (57 Wis. 110)	420, 423, 683, 5393	Coles v. Williamsburg, (10 Wend. N. Y. 659) ..	1299, 1310, 1317, 3973
Cole v. Culbertson, (86 Neb. 160) ..	1612, 1623, 1943	Coley v. Statesville, (121 N. C. 301)	5455, 5464
Cole v. Dallmeyer, (101 Mo. 57) ..	1194	Coll v. Board of Canvassers, (83 Mich. 367)	828
Cole v. Dorr, (80 Kan. 251)	767	Collarn's Petition, (134 Pa. 551) ..	5294
Cole v. East St. Louis, (158 Ill. App. 494)	5490, 5632	College St., <i>In re</i> , (8 R. I. 474) ..	4421
Cole v. Fire Engine Co., (12 R. I. 202)	271, 368, 5297, 5298	College Hill, etc. Assn., <i>In re</i> , (157 Cal. 596)	1647
Cole v. Hall, (103 Ill. 30)	2271	College of Physicians v. Butler, (W. Jo. 261)	567
Cole v. Kegler, (64 Ia. 59) ..	1905, 1927	College of Physicians v. Salmon, (3 Salk. 102)	566
Cole v. La Grange, (113 U. S. 1) ..	4821		

(References are to Pages.)

Collensworth v. New Whatcom, (16 Wash. 224)	5515	Collins v. Wells, (1 T. L. R. 328) 1598, 1599	
Collett v. New York, (64 N. Y. S. 693)	5425, 5678, 5708	Collinsville v. Cole, (78 Ill. 114)	2252
Collier v. Burgin, (130 N. C. 632)	1677, 2262	Collison v. Illinois Cent. Ry. Co., (239 Ill. 532)	1837
Collier v. Fort Smith, (73 Ark. 447)	5398, 5598, 5714	Collman v. Mills, (1 Q. B. [1896], 396)	1593
Collier v. Morrow, (90 Ga. 148) 4513, 4154		Collopy v. Cloherty, (95 Ky. 330)	1811
Collier v. Territory, (2 Okla. 444)	2373	Colman v. Anderson, (10 Mass. 105)	579
Collier's Estate v. Western Pav- ing, etc. Co., (180 Mo. 362) 4403, 4515		Coloma v. Eaves, (92 U. S. 484) 4872, 4891, 4904, 4907,	4910
Collier Shovel & Stamping Co. v. Washington, (38 Ind. App. 370)	4604	Colon v. Lisk, (153 N. Y. 188) 1894, 1895	
Colling, <i>In re</i> , (108 N. Y. 666) 2668, 4511		Colonial City Traction Co. v. Kingston City R. Co., (153 N. Y. 540)	3435
Collingdale Borough, <i>In re</i> , (11 Pa. Co. Ct. 105)	652	Colorado City v. Llafe, (28 Colo. 468)	5476
Collins v. Crittenden, (24 Ky. L. Rep. 899)	626, 659	Colorado City v. Townsend, (9 Colo. App. 249)	2770
Collins v. Council Bluffs, (32 Ia. 324)	5588, 5694	Colorado Pav. Co. v. Murphy, (78 Fed. 28)	2708
Collins v. Davis, (57 Ia. 256)...	5029	Colorado Springs v. Colorado City, (42 Colo. 75) 2732, 2734, 2737, 3855,	3856
Collins v. Dodge, (37 Minn. 503)	5755	Colorado Springs v. Fremont County, (36 Colo. 231)	2557
Collins v. Dorchester, (6 Cush. Mass. 396)	1372	Colorado Springs v. May, (20 Colo. App. 204)	5670
Collins v. Grand Rapids, (95 Mich. 286)	4254	Colorado Springs v. Neville, (42 Colo. 219)	379, 545, 5597
Collins v. Grand Rapids, (108 Mich. 675)	4308	Colorado Springs v. Smith, (19 Colo. 554)	1985
Collins v. Grant, (59 Ore. 77)...	3007	Colston v. St. Joseph, (106 Mo. App. 714)	2864, 4281
Collins v. Greenfield, (172 Mass. 78)	5473	Colton v. Kansas City, (145 S. W. 494)	5605
Collins v. Hall, (92 Ga. 411) 2163,	2416	Colton v. Rossi, (9 Cal. 595)....	343
Collins v. Hatch, (18 Ohio, 523) 788, 792, 1419, 1423, 2050,	2051	Columbia v. Beasley, (1 Humph. Tenn. 232) 2124, 2190, 2222, 2229,	2356
Collins v. Holyoke, (146 Mass. 298)	1352, 3911, 3977, 4433, 4499	Columbia v. Bright, (179 Mo. 441)	2973, 2976, 3199
Collins v. Iowa Falls, (146 Ia. 305)	1364, 4231	Columbia v. Harrison, (2 Mill's Const. Rep. S. C. 213) ..	2303, 2385
Collins v. Janesville, (111 Wis. 348)	5647	Columbia v. Johnson, (72 Mo. App. 232)	2349, 2401
Collins v. Keokuk, (147 Ia. 233) 4011, 4113, 4289,	5339	Columbia v. King, (13 Fla. 451) 1266, 1649,	5372
Collins v. Keokuk, (147 Ia. 605)	2948	Columbia Ave. Sav. Fund. Safe Deposit, Title & Trust Co. v. Dawson, (130 Fed. 152) 3682, 3818, 3819,	4730
Collins v. Keokuk, (91 Ia. 293) 4293, 4295,	5329	Columbia Bank v. Patterson, (7 Cranch. U. S. 299)	579
Collins v. Kinnare, (89 Ill. App. 236)	2438	Columbia Bottom Levee Co. v. Meler, (39 Mo. 53).....	1297, 1298
Collins v. Louisville, (2 B. Mon. Ky. 134)	2155, 2190	Columbia Brick Co. v. District of Columbia, (1 App. Cas. 351) 4199,	5223
Collins v. Macon, (69 Ga. 542)	3240	Columbia Bridge Co. v. Kline, (Brightly, N. P. Pa. 320)....	5102
Collins v. New Albany, (59 Ind. 396)	614, 619, 622, 623	Columbia City v. Anthes, (84 Ind. 31)	2246
Collins v. New York, (3 Hun, N. Y. 680)	943, 951	Columbia County Com'rs v. Bry- son, (13 Fla. 281)	5362, 5364
Collins v. Philadelphia, (93 Pa. St. 272)	5530, 5540	Columbia Fire Ins. Co. v. Kin- yon, (37 N. J. L. 33).....	1688
Collins v. Philadelphia, (227 Pa. 121)	5642	Columbia, etc. R. Co. v. Seattle, (33 Wash. 513)	3255, 3258
Collins v. Russell, (107 Ga. 423) 1053,	1071	Columbia, etc. R. Co. v. Seattle, (6 Wash. 332)	3947
Collins v. Savannah, (77 Ga. 745)	5418, 5421	Columbiana v. Kelley, (172 Ala. 386)	5176
Collins v. Spokane, (64 Wash. 153)	5395	Columbus v. Agler, (44 Ohio St. 485)	3998
Collins v. State, (8 Ind. 344)...	1005		
Collins v. State, (88 Ala. 212)...	2373		
Collins v. Tracy, (36 Tex. 546)	1068		
Collins v. Waltham, (151 Mass. 196)	3895, 5531, 5579		
Collins v. Welch, (58 Ia. 72) 314, 5148,	5150		

TABLE OF CASES.

5849

(References are to Pages.)

Columbus v. Anglin, (120 Ga. 785)	5388, 5643, 5669, 5729
Columbus v. Arnold, (80 Ga. 517)	2315, 2379, 2416
Columbus v. Barr, (27 Ohio Cir. Ct. R. 264)	1520
Columbus v. Cleveland, etc. Ry. Co., (25 Ohio Cir. Ct. R. 663)	2577
Columbus v. Columbus, (82 Wis. 374)	513
Columbus v. Columbus Gas Co., (76 Ohio St. 309)	3377, 3452, 3453, 3554
Columbus v. Columbus Street R. Co., (45 Ohio St. 98)	2101, 3461, 3464
Columbus v. Dahn, (36 Ind. 330)	3264, 3265
Columbus v. Dennison, (69 Fed. 58)	4903
Columbus v. Flournoy, (65 Ga. 231)	4994
Columbus v. Goetchius, (7 Ga. 139)	2301
Columbus v. Griggs, (113 Ga. 597)	5754
Columbus v. Hartford Ins. Co., (25 Neb. 83)	2265
Columbus v. Hydraulic Mills Co., (33 Ind. 435)	4303
Columbus v. Jaques, (30 Ga. 506)	1990, 2133, 2909
Columbus v. McDaniel, (117 Ga. 823)	4274, 5143
Columbus v. Mercantile Trust & Deposit Co., (218 U. S. 645)	3681, 3686, 3837
Columbus v. Neise, (63 Kan. 885)	5771
Columbus v. Ogletree, (96 Ga. 177)	1849, 5722
Columbus v. Ogletree, (102 Ga. 293)	5611, 5722
Columbus v. Penrod, (73 Ohio St. 209)	5736
Columbus v. Sims, (94 Ga. 483)	5717
Columbus v. Slyh, (44 Ohio St. 484)	3993
Columbus v. Sohl, (44 Ohio St. 479)	3998, 4518
Columbus v. Storey, (35 Ind. 97)	4095, 4293, 4294
Columbus v. Strassner, (124 Ind. 482)	5723
Columbus v. Union Pacific R. Co., (137 Fed. 869)	516, 2981, 2982, 2991, 3005, 3510
Columbus v. Woonsocket Institution of Savings, (114 Fed. 162)	4619, 4833
Columbus Gaslight & Coke Co. v. Columbus, (50 Ohio St. 65)	3530, 3965, 3969
Columbus, etc. R. Co. v. Chilberg, (6 Wash. 612)	5010
Columbus R. & L. Co. v. Columbus, (20 Ohio Dec. 555)	1898
Columbus Waterworks Co. v. Columbus, (48 Kan. 99)	2723, 2727, 4989
Columbus Waterworks Co. v. Columbus, (48 Kan. 378)	4986
Colusa Co. v. Welch, (122 Cal. 428)	2714
Colwell v. Waterbury, (74 Conn. 568)	5391, 5398, 5435, 5593
Colwyn Borough v. Smith, (9 Del. Co. Rep. 297)	4407
Colwyn v. Tarbottom, (7 Pa. Dist. 540)	4405
Colwyn v. Tarbottom, (9 Pa. Super. Ct. 414)	4403, 4405
Comanche v. Lewis, (133 U. S. 198)	349, 4807
Combs v. Bonnell, (33 Ky. L. Rep. 219)	418, 422, 425, 1211, 5052
Combs v. Jackson, (69 Minn. 336)	4208
Combs v. Kirksville, (134 Mo. App. 645)	5739, 5752
Combs v. Lippincott, (35 N. J. L. 481)	2068
Comer v. Folsom, (13 Minn. 219)	307
Comesky v. Suffern, (81 N. Y. S. 1049)	4259
Comfort v. Kosciusko, (88 Miss. 611)	1952
Comings v. Wellman, (14 N. H. 287)	3237
Comins v. Eddington, (64 Me. 65)	1136
Comiskie v. Ypsilanti, (116 Mich. 321)	5623
Comley v. American Standard Asphalt Co., (130 Ky. 262)	4488
Comly v. Philadelphia, (2 Phila. Pa. 194)	2527
Commercial Bank v. Chambers, (8 Smedes & M. 9)	693, 1651
Commercial Electric Light & P. Co. v. Tacoma, (17 Wash. 661)	3477, 3510
Commercial Electric L. & P. Co. v. Tacoma, (20 Wash. 288)	2583, 5479
Commercial Nat. Bank v. Iola, (154 U. S. 617)	4935, 4971
Commercial National Bank v. Portland, (24 Ore. 188)	4188, 4189, 4191
Commercial Union Tel. Co. v. New England Tel. & Tel. Co., (61 Vt. 241)	3588
Commercial Wharf Corp. v. Boston, (208 Mass. 482)	2470, 2569, 4643
Commissioners v. Criswell, (6 Ala. 565)	5085
Commissioners v. Mayhew, (5 Idaho, 572)	773
Commissioners v. Shoemaker, (27 Kan. 77)	431
Commissioners v. Smith, (48 Kan. 331)	431
Commissioners, etc. v. Wachovia Loan & Trust Co., (143 N. C. 110)	1307, 1366
Commissioners' Court v. Medical Society, (128 Ala. 257) ..	5338
Commissioners of Circuit Court, <i>In re</i> , (65 Fed. 314)	1067
Commissioners of Elizabeth, <i>In re</i> , (49 N. J. L. 488)	5019
Commissioners of Highways v. Jackson, (165 Ill. 17)	4715
Commissioners of Highways v. Willard, (41 Mich. 627)	3898
Commissioners of Northern Liberties v. Northern Liberties Gas Co., (12 Pa. St. 318)	4583
Commissioners of Parks & Boulevards v. Michigan Cent. R. Co., (90 Mich. 385)	3138, 3161, 3171
Commissioners of Parks and Boulevards v. Moesta, (91 Mich. 149)	3092
Commissioners of Public Instruction v. Fell, (52 N. J. Eq. 689)	278, 5073
Commissioner of Public Works, <i>In re</i> , (10 N. Y. S. 705) ..	3077, 3168
Commissioners of Sinking Fund v. Grainger, (98 Ky. 319)	4964
Commissioners of Sinking Fund v. Linden, (40 N. J. Eq. 27)	4491, 4497

(References are to Pages.)

Commissioners of Sinking Fund v. Zimmerman, (101 Ky. 432) 4802, 4858	Commonwealth v. Boutwell, (13 Wall. 526) 5271
Commissioners of Washington Park, <i>In re</i> , (56 N. Y. 144) .. 3143	Commonwealth v. Bowman, (3 Pa. St. 202) 330, 2133
Commonwealth's Appeal, (9 Atl. Pa. 524) 3958	Commonwealth v. Boyd, (188 Mass. 79) 2035
Commonwealth v. Abbott, (160 Mass. 282) .. 3058, 4031, 4072, 4081	Commonwealth v. Bredin, (165 Pa. St. 224) 5230
Commonwealth v. Abrahams, 156 Mass. 57) 1445, 1622, 2161, 2543, 2546	Commonwealth v. Brennan, (150 Mass. 63) 604
Commonwealth v. Addams, (95 Ky. 588) 962	Commonwealth v. Brooks, (99 Mass. 434) 1984, 2389, 2414
Commonwealth v. Alburger, (1 Whart. Penn. 469) .. 2515, 2882, 3310	Commonwealth v. Brooks, (109 Mass. 355) 1449, 1622, 2136, 2146
Commonwealth v. Alden, (143 Mass. 113) 1952	Commonwealth v. Buckley, (200 Mass. 346) 2127
Commonwealth v. Alger, (7 Cush. Mass. 53) 1882, 3071	Commonwealth v. Burke, (114 Mass. 261) 2396
Commonwealth v. Allegheny, (37 Pa. St. 237) 4864, 4933	Commonwealth v. Burrell, (7 Pa. St. 34) 3251
Commonwealth v. Allen, (70 Pa. St. 465) 1033, 1103, 1222	Commonwealth v. Byard, (200 Mass. 175) 2864, 2920
Commonwealth v. Allen, (128 Mass. 308) 1022, 1123, 1393, 1399, 1421, 5239	Commonwealth v. Caldwell, (190 Mass. 355) 1678
Commonwealth v. Angle, (14 Pa. County Ct. Rep. 538) 1285	Commonwealth v. Calhane, (154 Mass. 115) 1682
Commonwealth v. Arrison, (15 Serg. & Ral. Pa. 127) 1287	Commonwealth v. Campbell, (133 Ky. 50) 1896, 2122
Commonwealth v. Ashley Bor- ough, (37 Pa. Super Ct. 254) . 5233	Commonwealth v. Canal Com'rs, (9 Watts. Pa. 466) 1302
Commonwealth v. Athearn, (3 Mass. 285) 1388	Commonwealth v. Carey, (12 Cush. Mass. 246) 2320
Commonwealth v. Bacon, (6 Serg. & R. Pa. 322) 1143	Commonwealth v. Carter, (132 Mass. 12) 2155
Commonwealth v. Bala & Bryn Mawr Turnpike Co., (153 Pa. St. 47) 2883	Commonwealth v. Cassidy, (209 Mass. 24) 2968
Commonwealth v. Barker, (140 Pa. St. 189) 3243, 3291	Commonwealth v. Cooley, (10 Pick. Mass. 37) 1783, 1793
Commonwealth v. Barker, (211 Pa. St. 610) 4602, 4641, 4642	Commonwealth v. Corcoran, (9 Kulp. Pa. 507) 988, 1001
Commonwealth v. Barrett, (108 Mass. 302) 2327, 2328	Commonwealth v. Corson, (36 Pa. Super. Ct. 7) .. 2062, 2072, 2399, 2421
Commonwealth v. Bean, (14 Gray, Mass. 52) 2050, 2051, 2342, 2352	Commonwealth v. Cauley, (150 Mass. 272) 2239
Commonwealth v. Bearse, (132 Mass. 542) 1882	Commonwealth v. Challis, (8 Pa. Super. Ct. 130) 2046
Commonwealth v. Beatty, (1 Watts. Pa. 382) 1660	Commonwealth v. Chase, (6 Cush. Mass. 248) 2058
Commonwealth v. Beaver, (171 Pa. St. 542) .. 2538, 2541, 2832, 2965	Commonwealth v. Chittenden, (13 Pa. Co. Ct. R. 362) 1819
Commonwealth v. Bennett, (108 Mass. 27) 2277	Commonwealth v. Chittenden, (2 Pa. Dist. 804) 1815, 1819
Commonwealth v. Binns, (17 Serg. & R. Pa. 219) 1000	Commonwealth v. Churchill, (2 Met. Mass. 118) 1788
Commonwealth v. Birchett, (2 Va. Cas. 51) 5236	Commonwealth v. Cluley, (56 Pa. St. 270) 923, 924, 5251
Commonwealth v. Black, (201 Pa. St. 433) 1218	Commonwealth v. Com'rs of Highways, (6 Pick. Mass. 501) 1651
Commonwealth v. Bohan, (10 Kulp. Pa. 30) 1000	Commonwealth v. Connellsville, (201 Pa. 154) 3329, 3332
Commonwealth v. Bond, (214 Pa. St. 307) 3451	Commonwealth v. Consumers' Gas Co., (214 Pa. St. 72) 3411, 3422
Commonwealth v. Boone County, (82 Ky. 632) 5291	Commonwealth v. Covington, (128 Ky. 36) 3305
Commonwealth v. Borden, (61 Pa. St. 272) 2314	Commonwealth v. Crogan, (155 Pa. St. 448) 1008, 1019, 1416
Commonwealth v. Boston, (97 Mass. 555) 2002	Commonwealth v. Crowell, (156 Mass. 215) 1680
Commonwealth v. Boston, (10 Pick. Mass. 442) 5232	Commonwealth v. Crowninshield, (187 Mass. 221) 2031, 2035, 2037, 2543, 2544
Commonwealth v. Boston Adver- tising Co., (188 Mass. 348) 2015, 2080, 3097	Commonwealth v. Curtis, (9 Allen, Mass. 266) 2050, 2052, 2342, 2389, 2413
Commonwealth v. Boston R. Co., (135 Mass. 550) 2784	Commonwealth v. Cushing, (99 Mass. 592) 976
	Commonwealth v. Cutler, Thack- er, Cr. Cas. Mass. 137)..... 2342

TABLE OF CASES.

5851

(References are to Pages.)

Commonwealth v. Cutter, (156 Mass. 52)	1427, 1586, 1912, 1961, 2327, 2328, 2349, 2413
Commonwealth v. Crawford, (20 Pa. Co. Ct. R. 593)	4760
Commonwealth v. Dailey, (12 Cush. Mass. 80)	2376
Commonwealth v. Dana, (2 Met. Mass. 329)	2155
Commonwealth v. Danziger, (176 Mass. 290)	2268, 2269
Commonwealth v. Dauphin Co. Com'rs, (23 Pa. Co. Ct. R. 646)	437
Commonwealth v. Davis, (199 Pa. 278)	985
Commonwealth v. Davis, (162 Mass. 510)	506, 1622, 2047, 2162, 2535, 2543
Commonwealth v. Davis, (140 Mass. 485)	1360, 1445, 1449, 1454, 1500, 1511, 1622, 2161, 2543
Commonwealth v. Davis, (11 Pick. Mass. 432)	2324
Commonwealth v. Davis, (9 Pa. Dist. 222)	1063
Commonwealth v. Dean, (110 Mass. 357)	2277
Commonwealth v. Dean, (21 Pick. Mass. 334)	2346
Commonwealth v. De Camp, (177 Pa. St. 112)	1110
Commonwealth v. Dedham, (16 Mass. 141)	5228, 5229
Commonwealth v. Denworth, (145 Pa. St. 172)	487, 493
Commonwealth v. Dejardin, (126 Mass. 46)	764
Commonwealth v. Dennison, (24 How. U. S. 66)	2369
Commonwealth v. Densmore, (29 Pa. Co. Ct. Rep. 217).....	2036
Commonwealth v. Derby, (162 Mass. 183)	2347
Commonwealth v. Diamond Nat. Bank, (9 Pa. Super. Ct. 118) ..	4759
Commonwealth v. Dow, (10 Met. Mass. 382)	1732, 1747, 1752, 2058, 2059, 2302
Commonwealth v. Dowling, (114 Mass. 259)	2396
Commonwealth v. Doylestown, (16 Pa. Co. Ct. 161) ..	5269, 5292, 5293
Commonwealth v. Drew, (3 Cush. Mass. 279)	2396
Commonwealth v. Dugan, (12 Metc. Mass. 233)	976
Commonwealth v. Dunlop, (89 Va. 431)	582
Commonwealth v. Eastern Ry. Co., (103 Mass. 254)	1763
Commonwealth v. Eichenberg, (140 Pa. St. 158)	2254
Commonwealth v. Elliott, (121 Mass. 367)	1589
Commonwealth v. Ellis, (158 Mass. 555)	1589, 1985
Commonwealth v. Ellis, (11 Mass. 462)	2438
Commonwealth v. Emmons, (98 Mass. 6)	2394
Commonwealth v. Essex Co., (13 Gray, 239)	1763, 1770
Commonwealth v. Emmers, (221 Pa. St. 298)	3021, 3052
Commonwealth v. Emsley, (5 Pa. Co. Ct. Rep. 476).....	2412
Commonwealth v. Erie, etc. R. Co., (27 Pa. 339)	3389, 3565
Commonwealth v. Evans, (132 Mass. 11)	2150
Commonwealth v. Evans, (102 Pa. St. 394)	993, 5077
Commonwealth v. Fahey, (5 Cush. Mass. 408) ..	1478, 1937, 2313
Commonwealth v. Farnum, (114 Mass. 267)	2254
Commonwealth v. Farrell, (8 Gray, Mass. 463)	2379
Commonwealth v. Farren, (9 Allen, Mass. 489)	2150
Commonwealth v. Fenton, (139 Mass. 195)	1984, 2347, 2411
Commonwealth v. First Nat. Bk., (207 Pa. 255)	2897, 2907
Commonwealth v. Fisher, (213 Pa. 48) ..	5107, 5110, 5113, 5114, 5115
Commonwealth v. Fittler, (136 Pa. St. 129)	1506, 1508, 1719
Commonwealth v. Fleming, (23 Pa. Super. Ct. 404) ..	918, 1298, 1324, 1325
Commonwealth v. Ford, (5 Pa. St. 67)	1000
Commonwealth v. Forest, (170 Pa. St. 40) ..	1445, 2040, 2042, 2052, 2409, 2413
Commonwealth v. Foster, (215 Pa. St. 177)	4615, 5284
Commonwealth v. Frankfort, (92 Ky. 149)	2923, 3419
Commonwealth v. Gage, (114 Mass. 328)	1986
Commonwealth v. Gamble, (62 Pa. St. 343)	936, 1068
Commonwealth v. Gannett, (1 Allen, Mass. 7)	2396
Commonwealth v. Gay, (5 Pick. Mass. 44)	2331
Commonwealth v. Genther, (17 Serg. & R. Pa. 135)	1202
Commonwealth v. George, (148 Pa. St. 463)	4009, 4011
Commonwealth v. Getchell, (16 Pick. Mass. 452)	1788
Commonwealth v. Gibson Co., (125 Ky. 440)	2255
Commonwealth v. Gilliam, (8 Serg. & R. Pa. 50)	1779, 2156
Commonwealth v. Gilligan, (195 Pa. St. 504)	434, 461
Commonwealth v. Gingrich, (21 Pa. Super. Ct. 286)	805, 2577
Commonwealth v. Gloucester, (110 Mass. 491)	5228
Commonwealth v. Goddard, (Thacher, Cr. Cas. Mass. 420)	1989, 3916
Commonwealth v. Goodnow, (117 Mass. 114) ..	1419, 1428, 1865, 1874, 1988, 2007
Commonwealth v. Goodrich, (13 Allen, Mass. 545)	1604, 1937
Commonwealth v. Green, (4 Whart. Pa. 531)	272
Commonwealth v. Halstead, (18 W. N. C. 385)	589
Commonwealth v. Hamilton Mfg. Co., (120 Mass. 383)	2178
Commonwealth v. Hancock, (9 Phila. Pa. 535)	4761
Commonwealth v. Hargest, (7 Pa. Co. Ct. 333).....	1318
Commonwealth v. Harmel, (166 Pa. St. 89)	1671, 1680
Commonwealth v. Hart, (11 Cush. Mass. 130)	2337

(References are to Pages.)

Commonwealth v. Hastings, (16 Pa. County Ct. Rep. 425).....	1264	Commonwealth v. Kinports, (12 Pa. Co. Ct. Rep. 463)	1205
Commonwealth v. Hastings, (9 Metc. Mass. 259).....	5057	Commonwealth v. Kingsbury, (199 Mass. 542)	2035, 2038
Commonwealth v. Hauck, (103 Pa. 536)	2917	Commonwealth v. Kinnaid, (18 Ky. L. Rep. 647)	1204
Commonwealth v. Hawkes, (123 Mass. 525)	2301	Commonwealth v. Kinsley, (123 Mass. 578)	2242
Commonwealth v. Hayes, (149 Mass. 32)	2239	Commonwealth v. Kline, (162 Pa. St. 499)	1981
Commonwealth v. Haynes, (107 Mass. 194)	2324	Commonwealth v. LaBar, (7 North, Pa. C. C. R. 785) 1484,	1538
Commonwealth v. Hazen, (20 Pa. Super. Ct. 487)	2533, 2534	Commonwealth v. Lagorio, (141 Mass. 81)	1500, 1984, 2352, 2434
Commonwealth v. Heller, (219 Pa. St. 65)	470	Commonwealth v. Lally, (10 Phila. Pa. 507)	994, 997, 998
Commonwealth v. Henchey, (196 Mass. 300)	2808	Commonwealth v. Lancaster, (5 Watts. Pa. 152)	1308, 1332
Commonwealth v. Herr, (229 Pa. 132)	1609	Commonwealth v. Lansford Borough, (14 Pa. Co. Ct. 376) ..	5232
Commonwealth v. Hershey, (200 Pa. St. 306)	4631	Commonwealth v. Larkin, (27 Pa. Super. Ct. 397)	1483, 4637
Commonwealth v. Higgins, (4 Gray, Mass. 34)	975	Commonwealth v. Lennon, (172 Mass. 434)	2935
Commonwealth v. Hillbush, (12 Pa. Co. Ct. Rep. 25)	2720	Commonwealth v. Leonard, (140 Mass. 473)	2167
Commonwealth v. Hill, (12 Pa. Co. Ct. Rep. 559)	2420	Commonwealth v. Louisville, (5 B. Mon. Ky. 293)	1796, 1797
Commonwealth v. Hill, (3 Pa. Dist. Rep. 216)	2422	Commonwealth v. Louisville, (133 Ky. 845)	2556
Commonwealth v. Hillenbrand, (96 Ky. 407)	1353	Commonwealth v. Louisville, etc. R. Co., (20 Ky. L. Rep. 351)	5005
Commonwealth v. Hillman, (9 Kulp, Pa. 359)	1063	Commonwealth v. Louisville, etc. R. Co., (105 Ky. 206) ..	4683
Commonwealth v. Hitchman, (46 Pa. St. 357)	4546	Commonwealth v. Lynch, (6 Pa. Co. Ct. Rep. 536)	2358
Commonwealth v. Hopkinsville, (7 B. Mon. Ky. 38)	1203	Commonwealth v. Macferron, (152 Pa. St. 244)	600, 4977, 5021
Commonwealth v. Howard, (149 Pa. 302)	1267	Commonwealth v. McCafferty, (145 Mass. 384)	1449, 1517, 1595, 2024, 2030, 2393
Commonwealth v. Hubley, (172 Mass. 58)	2168	Commonwealth v. McCloskey, (2 Rawle, Pa. 369)	553
Commonwealth v. Hunt, (4 Met. Mass. 111)	2371	Commonwealth v. McClung, (3 Clark, Pa. 413)	2059
Commonwealth v. Hutz, (Brightly, N. P. Pa. 75)	1953	Commonwealth v. McCormick, (150 Mass. 270)	2239
Commonwealth v. Illinois Cent. R. Co., (138 Ky. 749)	2830, 2936, 2983, 4251	Commonwealth v. McDonald, (160 Mass. 528)	2239
Commonwealth v. Ingraham, (3 Bush. Ky. 106)	2429	Commonwealth v. McDonald, (16 Serg. & R. Pa. 390)	2882
Commonwealth v. Ipswich, (2 Pick. Mass. 70)	1273, 1296	Commonwealth v. McHale, (97 Pa. St. 397)	2369
Commonwealth v. Jackson, (34 Pa. Super. Ct. 174)	1745, 2435	Commonwealth v. McMichael, (8 Pa. Dist. 157)	355
Commonwealth v. James, (214 Pa. St. 319)	998	Commonwealth v. McWilliams, (11 Pa. St. 61)	874
Commonwealth v. Jenks, (154 Pa. St. 368)	5079	Commonwealth v. Maletsky, (203 Mass. 241)	2062, 2064
Commonwealth v. Jones, (142 Mass. 573)	2239	Commonwealth v. Mann, (4 Gray, Mass. 213)	2396
Commonwealth v. Jones, (5 Pa. Co. Ct. Rep. 13)	1203	Commonwealth v. Markham, (7 Bush. Ky. 486)	2271
Commonwealth v. Jones, (12 Pa. St. 265)	991	Commonwealth v. Markoe, (17 Pick. Mass. 465)	2239
Commonwealth v. Judges, etc., (8 Pa. St. 391)	354	Commonwealth v. Marshall, (69 Pa. St. 328) ..	1512, 1538, 4089, 4415
Commonwealth v. Kembel, (30 Pa. Super. Ct. 199)	2007	Commonwealth v. Marshall, (11 Pick. Mass. 350)	1788
Commonwealth v. Kempsmith, (13 Pa. Co. Ct. Rep. 667)	1284	Commonwealth v. Martin, (98 Mass. 4)	977
Commonwealth v. Kepner, (1 Pears, Pa. 182)	2909	Commonwealth v. Matthews, (122 Mass. 60)	1519, 2387
Commonwealth v. Kepner, (10 Phila. Pa. 510)	1285, 1505, 5300	Commonwealth v. Maxwell, (2 Pick. Mass. 139)	2337
Commonwealth v. Kidder, (107 Mass. 188)	1941, 1952	Commonwealth v. Meeser, (44 Pa. St. 341)	1025, 1033
Commonwealth v. Kimball, (7 Met. Mass. 304)	2399	Commonwealth v. Merriam, (136 Mass. 433)	2239
Commonwealth v. Kimball, (105 Mass. 465)	2396		

TABLE OF CASES.

5853

(References are to Pages.)

Commonwealth v. Miller, (139 Pa. St. 77)	1914, 1941	Commonwealth v. Perry, (139 Mass. 198)	1952
Commonwealth v. Miltenberger, (7 Watts. Pa. 450)	3932	Commonwealth v. Philadelphia, (132 Pa. St. 288)	3582
Commonwealth v. Milton, (12 B. Mon. Ky. 212)	1688, 1898, 2280	Commonwealth v. Philadelphia, (157 Pa. St. 558)	4631
Commonwealth v. Mitchell, (82 Pa. St. 343)	2632, 2686, 2688, 2704, 2706	Commonwealth v. Philadelphia, (211 Pa. 85)	2678
Commonwealth v. Moir, (199 Pa. St. 534)	380, 966, 1023, 1065, 1075 1212	Commonwealth v. Phillips, (16 Pick. Mass. 211)	2345
Commonwealth v. Moir, (7 Lack. Leg. N. 50)	1074	Commonwealth v. Phoenix Bank, (11 Metc. Mass. 129)	5037
Commonwealth v. Montrose, (52 Pa. St. 391)	309	Commonwealth v. Pindar, (11 Met. Mass. 539)	2295
Commonwealth v. Moorehead, (118 Pa. St. 344)	2972, 3287, 3291, 5166	Commonwealth v. Pirotti, (17 Pa. Co. Ct. Rep. 81)	4759
Commonwealth v. Morrisey, (157 Mass. 471)	1444, 2125	Commonwealth v. Pittsburg, (14 Pa. St. 177)	681, 1011, 1352, 1399
Commonwealth v. Morrison, (197 Mass. 199)	2818, 2913	Commonwealth v. Pittsburg, (34 Pa. St. 496)	2705, 4803, 4815, 4933, 4934, 4973, 5258, 5285
Commonwealth v. Morrow, (23 Pittsb. L. N. (N. S.) 287) ..	2680	Commonwealth v. Pittsburg, (41 Pa. St. 278)	4791, 4813, 4829
Commonwealth v. Mott, (21 Pick. Mass. 492)	1788	Commonwealth v. Pittsburg, (43 Pa. St. 391)	4791, 4933
Commonwealth v. Mulhall, (162 Mass. 496)	1589, 2035	Commonwealth v. Pittsburg, (88 Pa. St. 66)	4794, 4813
Commonwealth v. Murphy, (166 Mass. 171)	2045	Commonwealth v. Pittsburg, (183 Pa. St. 202)	805, 4592, 4636
Commonwealth v. New Bedford Bridge, (2 Gray, Mass. 339) ..	5229	Commonwealth v. Pittsburg, (204 Pa. 219)	4168
Commonwealth v. Newburyport, (103 Mass. 129)	532	Commonwealth v. Pittsburg, (206 Pa. 379)	4168
Commonwealth v. Newhall, (164 Mass. 388)	1681	Commonwealth v. Pittsburg, (15 Pitts. Leg. Pa. 337)	1039
Commonwealth v. Newhart, (7 Kulp, Pa. 344)	994	Commonwealth v. Pittston Ferry Bridge Co., (148 Pa. St. 621) ..	1996, 2877
Commonwealth v. Newport & C. Bridge Co., (Ky. 105 S. W. 178)	2556	Commonwealth v. Plaisted, (148 Mass. 375)	386, 406, 414, 553, 850, 851, 991, 1458, 1586, 1626, 1898, 2200, 2219, 2220, 2830, 2832
Commonwealth v. Nichols, (10 Metc. Mass. 259)	2397	Commonwealth v. Plymouth Coal Co., (232 Pa. St. 141) ..	3072
Commonwealth v. Nichols, (10 Kulp, Pa. 193)	1066	Commonwealth v. Price, (123 Ky. 163)	2316, 2350, 2400
Commonwealth v. Nightingale, (Thach. Cr. Cas. 251)	1815, 2142, 2326	Commonwealth v. Putnam, (4 Gray, Mass. 16)	2397
Commonwealth v. Odenweller, (156 Mass. 234)	1815, 2334	Commonwealth v. Randolph, (146 Pa. St. 83)	2370
Commonwealth v. Oellers, (140 Pa. St. 457)	409, 1043	Commonwealth v. Rawson, (183 Mass. 491)	1952, 2053, 2303
Commonwealth v. Omensetter, (9 Phila. Pa. 489)	1264	Commonwealth v. Raymond, (97 Mich. 567)	2395
Commonwealth v. O'Neal, (203 Pa. 132)	1056, 1058	Commonwealth v. Rearick, (26 Pa. Super. Ct. 384)	1670, 1671
Commonwealth v. Paducah, (126 Ky. 77)	2557	Commonwealth v. Reed, (1 Gray, Mass. 472)	2300
Commonwealth v. Paducah, (6 Ky. L. Rep. 292)	5228, 5229, 5231	Commonwealth v. Reed, (34 Pa. St. 275)	1962
Commonwealth v. Page, (155 Mass. 227)	2251	Commonwealth v. Reese, (16 Ky. L. Rep. 493)	964, 1075
Commonwealth v. Painter, (10 Pa. St. 214)	354, 959	Commonwealth v. Reid, (175 Mass. 325)	2136, 2142, 2144, 2145, 2350, 2352
Commonwealth v. Park Com'rs, (10 Phila. Pa. 445)	3948	Commonwealth v. Reynolds, (137 Pa. St. 389)	497
Commonwealth v. Parks, (155 Mass. 531)	2086	Commonwealth v. R. I. Sherman Mfg. Co., (189 Mass. 76)	578
Commonwealth v. Passmore, (1 Serg. & R. Pa. 217)	1740, 1992, 2935	Commonwealth v. Rice, (9 Metc. Mass. 253)	2142, 2349
Commonwealth v. Patch, (97 Mass. 221)	1446, 1586, 1943, 1952	Commonwealth v. Ricketts, (196 Pa. St. 598)	1064
Commonwealth v. Patton, (88 Pa. St. 258)	471, 473	Commonwealth v. Ringold, (182 Mass. 308)	2279
Commonwealth v. Payne Medicine Co., (138 Ky. 164)	2232	Commonwealth v. Roark, (8 Cush. Mass. 210)	2295
Commonwealth v. Pearl Laundry Co., (105 Ky. 259)	2235, 2260	Commonwealth v. Roberts, (155 Mass. 281)	1963, 2173
Commonwealth v. Perkins, (43 Pa. St. 400)	4933		

(References are to Pages.)

Commonwealth v. Robertson, 5 Cush. 438) 1574, 1586, 1589, 1709, 1740, 1923, 1984	Commonwealth v. Tryon, (99 Mass. 442) 2396
Commonwealth v. Rose, (105 Ky. 326) 818, 675, 682	Commonwealth v. Tucker, (2 Pick. Mass. 44) 883, 8894
Commonwealth v. Rowe, (141 Mass. 79) 1751, 1984, 2347	Commonwealth v. Turner, (Ky. 1909, 118 S. W. 1199)..... 2122
Commonwealth v. Roxbury, (9 Gray, Mass. 451) 152, 282, 283, 812, 5152	Commonwealth v. Turner, (1 Cush. Mass. 493) 1390, 1491, 1860, 2122
Commonwealth v. Roy, (140 Mass. 432) 1421, 1428, 2032	Commonwealth v. Tyler, (199 Mass. 490) 2037, 2543
Commonwealth v. Royce, (152 Pa. St. 88) 1981, 3280	Commonwealth v. Van Sickle, (Brightly, N. P. Pa. 69)..... 1953
Commonwealth v. Rumford Chemical Works, (16 Gray, Mass. 231) 1941	Compton v. Van Volkenburg, (34 N. J. L. 134) 1404
Commonwealth v. Rush, (14 Pa. St. 186) 1994, 3335, 3336	Commonwealth v. Viall, (2 Allen, Mass. 512) 2548
Commonwealth v. Rutherford, (8 Pa. Dist. Rep. 349) 1226	Commonwealth v. Vrooman, (1164 Pa. St. 306) 1894
Commonwealth v. Ryan, (5 Mass. 90) 2300	Commonwealth v. Wadendorf, (141 Mass. 270) 2397
Commonwealth v. Sanderson, (11 Pa. Co. Ct. 593)..... 1222	Commonwealth v. Wagner, (9 Pa. Co. Ct. Rep. 625)..... 1986
Commonwealth v. Sanderson, (40 Pa. Super. Ct. 416) 2661	Commonwealth v. Walte, (11 Allen, Mass. 264) 2150, 2394
Commonwealth v. Schadt, (214 Pa. 592) 5171	Commonwealth v. Walton, (182 Pa. St. 373) 854, 4603
Commonwealth v. Schwartz, (197 Mass. 107) 2170	Commonwealth v. Warwick, (185 Pa. St. 623) 2012, 3473, 3543
Commonwealth v. Scranton, (214 Pa. 595) 5171	Commonwealth v. Watson, (97 Mass. 562) 1758, 1989, 2805
Commonwealth v. Shepp, (1 Leg. Chron. Pa. 325) 1245	Commonwealth v. Weaver, (2 Pa. Co. Ct. R. 455)..... 2382
Commonwealth v. Shoener, (1 Leg. Chron. Pa. 177) 1000	Commonwealth v. Webb, (6 Rand. Va. 726) 1962
Commonwealth v. Sholtis, (24 Pa. Super. Ct. 487) 4754, 4773, 5136	Commonwealth v. Weir, (15 Pa. Co. Ct. Rep. 425) 5120
Commonwealth v. Slifer, (25 Pa. St. 23) 1073, 1214	Commonwealth v. Weiss, (139 Pa. St. 247) 2150
Commonwealth v. Smith, (111 Mass. 407) 2303, 5049	Commonwealth v. Weller, (14 Bush. Ky. 218) 959
Commonwealth v. Smyth, (14 Gray, Mass. 38) 2414	Commonwealth v. Wentworth, (118 Mass. 441) 2395
Commonwealth v. Snyder, (182 Pa. St. 630) 1680	Commonwealth v. Wentworth, (Brightly, N. P. Pa. 318)..... 1993
Commonwealth v. Standard Oil Co., (129 Ky. 744) 2145	Commonwealth v. Wetherbee, (153 Mass. 159) 2150
Commonwealth v. Steffee, (7 Bush. Ky. 161) 1595, 2058	Commonwealth v. Whelen, (134 Mass. 206) 2239
Commonwealth v. Stevens, (153 Mass. 421) 2397	Commonwealth v. Whitney, (108 Mass. 5) 2373
Commonwealth v. Stevens, (178 Pa. St. 543) 3041, 3042	Commonwealth v. Wilder, (127 Mass. 1) 1983
Commonwealth v. Stodder, (2 Cush. Mass. 562)..... 781, 799, 1585, 1590, 1597, 2031, 2198, 2228	Commonwealth v. Wilkins, (121 Mass. 356) 1564, 1567
Commonwealth v. Stokley, (4 Pa. Co. Ct. Rep. 334)..... 939	Commonwealth v. Wilkinsburg Borough, (37 Pa. Super. Ct. 160) 5230, 5231
Commonwealth v. Stokley, (12 Phila. Pa. 316) 2216	Commonwealth v. Wilkinson, (16 Pick. Mass. 175) 1999
Commonwealth v. Swasey, (133 Mass. 538) .. 1008	Commonwealth v. Williams, (120 Ky. 314) 1378, 1502
Commonwealth v. Taylor, (36 Penn. St. 263) 872	Commonwealth v. Williamstown, (156 Mass. 70) 4815, 4829
Commonwealth v. Teel, (33 Ky. L. Rep. 741) 1191, 1194, 1195	Commonwealth v. Willis, (19 Ky. L. Rep. 962) 988, 1217
Commonwealth v. Tewksbury, (11 Met. Mass. 55) 2065	Commonwealth v. Wilson Fe- male College, (42 Pa. Super. Ct. 419) 2984
Commonwealth v. Thompson, (12 Met. Mass. 231) 1921, 1983	Commonwealth v. Witman, (217 Pa. 411) 1102, 1109, 1234
Commonwealth v. Thompson, (110 Pa. St. 297) 2293	Commonwealth v. Worcester, (Thatcher Cr. Cas. Mass. 100) 2032, 2410, 2415
Commonwealth v. Thurlow, (24 Pick. Mass. 374) 2399	Commonwealth v. Worcester, (3 Pick. Mass. 462) 1430, 1454, 1574, 1583, 2032, 2090, 2300, 2311, 2331, 2334, 2377, 2381, 2388, 2410
Commonwealth v. Towanda Wa- terworks, (Pa. 15 Atl. 440).. 3583	

TABLE OF CASES.

5855

(References are to Pages.)

Commonwealth v. Wotton, (201 Mass. 81)	1047	Conestoga & B. V. S. Turnpike Rd. Co. v. Lancaster, (151 Pa. 543)	2882
Commonwealth v. Wyman, (137 Pa. St. 508)	1054	Coney v. Dorsey, (8 Ohio S. & C. Pl. Dec. 642)	4199
Commonwealth v. Yeakel, (13 Pa. Co. Ct. Rep. 615)	998	Coney Island, etc. R. Co. v. Kennedy, (44 N. Y. S. 825)	3506
Commonwealth v. Yost, (11 Pa. Super. Ct. 323)	1918	Congdon v. Norwich, (37 Conn. 414)	5653
Commonwealth v. Young, (135 Mass. 526)	1952	Conger v. Gilmer, (32 Cal. 75) ..	1021
Commonwealth v. Young Men's Christian Association, (169 Pa. St. 24)	2513	Conger v. Graham, (11 Ky. L. Rep. 12)	4461, 4462
Commonwealth El. Co. v. Rose, (214 Ill. 545)	1410, 3537	Conger v. Latah, (5 Idaho, 347) ..	1267
Commonwealth Real Estate Co. v. South Omaha, (78 Neb. 368) ..	328, 5247	Conger v. Latah, (4 Idaho, 740) ..	2590
Como v. Worcester, (177 Mass. 543)	4231, 4259, 5292	Conger v. New Orleans, (32 La. Ann. 1250)	4803
Compton v. Johnson, (9 Ohio Cir. Ct. Rep. 532)	3439	Congregational Society v. Sperry, (10 Conn. 200) ..1057, 1272,	1274
Compton v. Revere, (179 Mass. 413)	5705	Congreve v. Smith, (18 N. Y. 79)	2898
Compton v. Waco Bridge Co., (62 Tex. 715)	1997, 2515, 2518	Coniff v. San Francisco, (67 Cal. 45)	5577
Comstock v. Eagle Grove City, (133 Ia. 589)	2632, 2670, 4118, 4129	Conklin v. Cambridge City, (58 Ind. 130)	5009
Comstock v. Schuylerville, (124 N. Y. S. 92)	5701, 5702	Conklin v. Elmira, (42 N. Y. S. 518)	5697
Comstock v. Syracuse, (5 N. Y. S. 874)	3804	Conklin v. El Paso, (44 S. W. 879) ..4618, 4619, 4668, 4825, 4850,	4964
Comstock v. Waterford, (85 Conn. 6)	4999	Conklin v. New York, etc. R. Co., (102 N. Y. 107)	4232
Con. P. Curran Ptg. Co. v. St. Louis, (213 Mo. 22)	2614, 2765, 2772, 4204	Conklin v. Old Colony R. Co., (154 Mass. 155)	3167, 3168, 3170
Conboy v. Iowa City, (2 Ia. 90) ..	1290, 1511, 1516, 1816, 2426	Conkling v. Mackinaw City, (120 Mich. 67)	3277, 3281
Concord v. Boscawen, (17 N. H. 465)	858	Conkling v. Manhattan R. Co., (12 N. Y. S. 846)	3626
Concord v. Burleigh, (67 N. H. 106)	2920, 2931	Conkling v. Springfield, (39 Ill. 98)	3307
Concord v. Morgan, (74 N. H. 32)	2064	Conkling v. Springfield, (132 Ill. 420)	5032
Concord v. Portsmouth Sav. Bank, (92 U. S. 625)	544	Conley, <i>In re</i> , (22 Hun. 603) ..	4511
Concord v. Robinson, (121 U. S. 165)	873, 4828, 4871, 4934	Conley v. Buffalo, (65 Misc. Rep. N. Y. 100)	2169
Concordia v. Hagaman, (1 Kan. App. 35)	1103, 1108, 1316, 2753	Conley v. Calhoun, (2 W. Va. 416)	1783, 1786
Concordia Cemetery Assn. v. Minnesota, etc. R. Co., (121 Ill. 199)	1937	Conley v. Portland, (78 Me. 217) ..	5390
Conde v. Schenectady, (164 N. Y. 258)	4332, 4412, 4501, 4518	Conley v. Woodville, (97 Me. 240) ..	5097
Condemnation of Independence Ave. Boulevard, <i>In re</i> , (128 Mo. 272)	3940	Conlin v. Board of Education, (43 Misc. Rep. N. Y. 125)	1158
Condemnation of Land at Nahant, <i>In re</i> , (128 Fed. 185)	3650	Conlin v. San Francisco, (114 Cal. 404)	538, 4601
Condict v. Jersey City, (46 N. J. L. 157)	5436	Conlin v. San Francisco, (99 Cal. 17)	525, 530, 4191
Condon v. Eureka Springs, (135 Fed. 566)	4759, 4772, 4778	Conlin v. Seamen, (22 Cal. 546) ..	4160, 4482
Condon v. Jersey City, (43 N. J. L. 452)	4183	Conlon v. St. Paul, (70 Minn. 216)	5428, 5429
Condon v. New Rochelle Water Co., (116 N. Y. S. 142)	3724	Conneaut v. Naef, (54 Ohio St. 529)	5751
Condran v. New Orleans, (43 La. Ann. 1202)	2606	Connecticut Mutual Life Ins. Co. v. Albert, (39 Mo. 181)	1737
Cone v. Hartford, (28 Conn. 363) ..	3029, 3039, 3040, 3891, 4368	Connecticut Mutual Life Ins. Co. v. Chicago, (185 Ill. 148)	4042
Cone v. Wold, (85 Minn. 302) ..	5331	Connecticut Mutual Life Ins. Co. v. Chicago, (217 Ill. 352) ..	3963, 4022, 4469
Conery v. New Orleans Water Works Co., (41 La. Ann. 910) ..	3667, 3688	Connecticut Mutual Life Ins. Co. v. Smith, (117 Mo. 261)	2488
Conery v. New Orleans Water-works Co., (39 La. Ann. 770) ..	1710, 5355	Connell v. Woodard, (5 How. U. S. 665)	5074
		Connellsville Borough v. Hogg, (156 Pa. St. 326)	4504
		Connelly v. American Bonding, etc. Co., (113 Ky. 903) ..	1187, 1191, 1193, 1195
		Connelly v. Boston, (206 Mass. 4)	5632, 5733
		Connelly v. Kingston, (32 Misc. Rep. N. Y. 489)	2730
		Connelly v. Nashville, (101 Tenn. 262)	5401, 5437

(References are to Pages.)

Corbett v. Widber, (123 Cal. 154)	4633, 5032
Corbin v. Benton, (Ky. 152 S. W. 241)	5602, 5730, 5737
Corcoran v. Bernicie, (96 Cal. 1)	5569, 5570, 5571, 5572
Corcoran v. Cambridge, (199 Mass. 5)	4379
Corcoran v. Chicago, etc. R. Co., (87 Ill. App. 417)	2979
Corcoran v. Chicago, etc. R. Co., (149 Ill. 291)	2943
Corcoran v. New York, (188 N. Y. 131)	5742
Cordano v. Wright, (Cal. 1911, 115 Pac. 227)	3224
Cordatos v. Chicago, (129 Ill. App. 471)	1810, 1814, 2912
Cordele v. Jeter, (9 Ga. App. 348)	5603, 5740, 1793
Cordell v. State, (22 Ind. 1) ..	3057
Corderman v. Cincinnati, (23 Ohio St. 499)	2069
Cordes v. Miller, (39 Mich. 581) ..	5098
Cordova v. Le Sueur Center, (74 Minn. 515)	5093, 5098
Corey v. Ann Arbor, (134 Mich. 376)	5722, 5723, 5729, 5737
Corey v. Edgewood, (18 Pa. Super. Ct. 216)	3216
Corey v. Edgewood Boro., (18 Pa. Super. Ct. 228)	4264
Corey v. Fort Dodge, (118 Ia. 742)	2974
Corey v. Fort Dodge, (133 Ia. 666)	4723, 4724
Coriel v. Welsh, (120 La. 557) ..	2053
Corinth v. Lawrence, (127 S. W. 1009)	5674
Corker v. Mountainhome, (20 Idaho, 32)	4665
Corlett v. Leavenworth, (27 Kan. 673)	5754
Corliss, <i>In re</i> , (11 R. I. 638)	923
Corliss v. Highland Park, (132 Mich. 152)	1316, 4465, 4575
Corn v. Cameron, (19 Mo. App. 573)	2253
Cornellus' Estate, <i>In re</i> , (18 Pa. Super. Ct. 531)	3866
Cornell v. Fell, (2 City Ct. Rep. N. Y. 151)	979
Cornell v. Gullford, (1 Denio, N. Y. 510)	805
Cornell v. New Bedford, (138 Mass. 588)	4060
Cornell v. People, (107 Ill. 372) ..	422, 841, 4982
Cornell College v. Iowa County, (32 Ia. 520)	5335
Cornell University v. Maumee, (68 Fed. 418)	367, 4834
Corning v. Gould, (16 Wend. N. Y. 531)	3602
Corning v. Saginaw, (116 Mich. 74)	5399, 5500
Corning Board of Water Com'rs v. Corning, (124 N. Y. S. 268) ..	3864
Corning & Co. v. Woolner, (206 Ill. 190)	3203, 3317
Cornish v. Pease, (19 Me. 184) ..	1275
Cornwall v. Louisville & N. R. Co., (87 Ky. 72)	3144
Coronado v. San Diego, (97 Cal. 440)	5222, 5223
Corporation Brant, <i>In re</i> , (19 Upper Can. Q. B. 450)	5152
Corpus Christi v. Woessner, (58 Tex. 462)	4755, 4974
Corr v. New York, (106 N. Y. S. 280)	5689
Corr v. Philadelphia, (212 Pa. 123)	3178
Correas v. San Francisco, (1 Cal. 452)	1892, 5461
Correll v. Burlington, etc. Ry. Co., (38 Ia. 120)	1848
Corrigan v. Gage, (68 Mo. 541) ..	828, 1573, 1704, 4083, 4563
Corrigan v. Kansas City, (211 Mo. 608)	4376, 4417, 4419
Corrothers v. Board of Education, (16 W. Va. 527)	5362
Corry v. Baltimore, (96 Md. 310) ..	5001
Corry v. Campbell, (25 Ohio St. 134)	4045
Corry v. Cincinnati, (10 Ohio Dec. 601)	2799, 3965, 3990
Corry v. Columbia, (88 S. C. 553) ..	5602
Corry v. Corry Chair Co., (18 Pa. Super. Ct. Pa. 271) ..	1367, 1482
Corry v. Folz, (29 Ohio St. 320) ..	4445, 4446, 4460
Corry v. Gaynor, (22 Ohio St. 584)	313, 3988, 4513
Corsicana v. Anderson, (33 Tex. Civ. App. 596)	3219, 3279
Corsicana v. Kerr, (89 Tex. 461) ..	4017, 4018
Corsicana v. Kerr, (75 Tex. 207) ..	1750
Corsicana v. Tobin, (23 Tex. Civ. App. 492)	5706
Corsicana v. White, (57 Tex. 382)	5064
Corsicana v. Zorn, (97 Tex. 317) ..	3271
Corson v. Maryland, (120 U. S. 502)	1677
Corson v. New York, (79 N. Y. S. 604)	5687
Cortis v. Kent Waterworks, (7 Barn. & C. 314)	1296
Corts v. District of Columbia, (7 Mackey, 18 D. C. 277)	5736
Cortzhausen v. Dick, (138 Wis. 127)	4518
Corvallis v. Carlile, (10 Ore. 139)	782, 786, 800, 1860, 2128
Corwein v. Hames, (11 John, N. Y. 76)	2300
Corwin v. Markley, (55 N. J. L. 107)	1211
Cory v. Freeholders of Somerset, (44 N. J. L. 445)	4108, 4132
Corvell v. Dubois, (226 Pa. St. 103)	4180
Cosgrove v. Augusta, (103 Ga. 835)	1612, 1901, 2049
Costar v. Brush, (25 Wend. N. Y. 628)	395
Costello v. Conshohocken, (8 Pa. Co. Ct. R. 639)	5537
Costello v. New York, (63 N. Y. 48)	1087
Costello v. North Easton, (205 Mass. 54)	668, 2618, 4616
Costello v. State, (108 Ala. 45) ..	1993, 2912
Costello v. Wyoming, (49 Ohio St. 202)	454
Coster v. Tide Water Co., (18 N. J. Eq. 54)	3111
Cote v. Biddeford, (96 Me. 491) ..	1133
Cotes v. Davenport, (9 Ia. 227) ..	4242, 5431, 5528
Cothran v. Rome, (77 Ga. 582) ..	4583
Cottam v. Oregon City, (98 Fed. 570)	1196
Cotten v. Leon, (6 Fla. 610)	874
Cotter v. Doty, (5 Ohio, 393)	314, 1551, 2084

TABLE OF CASES.

5859

(References are to Pages.)

Cotter v. Philadelphia, (194 Pa. 496)	3344	Covington v. Belser, (137 Ky. 125)	5603, 5685	
Cottman v. Grace, (112 N. Y. 299)	5102	Covington v. Billiter, (30 Ky. L. Rep. 650)	5770	
Cotton v. Davies, (1 Strange, 53)	1296	Covington v. Bishop, (10 Ky. L. Rep. 939)	3924	
Cotton v. New Providence, (47 N. J. L. 401)	4872	Covington v. Bollwinkle, (121 S. W. 664) 5426, 5588, 5646, 5657,	5675	
Cotton v. Phillips, (56 N. H. 220)	1003	Covington v. Boyle, (6 Bush. Ky. 204)	1298	
Cotton v. Watson, (134 Cal. 422)	4541	Covington v. Bridge Co., (7 Ky. Law Rep. 684)	4993	
Cottonwood Falls v. Smith, (36 Kan. 401)	2161, 2163	Covington v. Brinckman, (25 Ky. L. Rep. 1949)	3989	
Cottrell v. Lenoir, (148 N. C. 137)	4668, 4831	Covington v. Bryant, (7 Bush, Ky. 248)	5703	
Cotts v. Wheeling & E. G. R. Co., (63 W. Va. 39)	3654	Covington v. Bullock, (126 Ky. 236)	4359	
Couch v. Kansas City, (127 Mo. 436)	5201	Covington v. Casey, (3 Bush, Ky. 698)	4060	
Couch v. Steel, (3 El. & B. 402) ..	1461	Covington v. Chesapeake, etc. R. Co., (14 Ky. L. Rep. 487) ..	2930	
Coudert v. Underhill, (107 App. Div. N. Y. 335)	1999	Covington v. Covington, (129 Ky. 410)	1006	
Coughlan, v. Cambridge, (166 Mass. 268)	5391, 5392	Covington v. Covington Gaslight Co., (8 Ky. Law Rep. 515) 4992, ..	5011	
Coughlin v. New York, (71 N. Y. S. 91)	5135	Covington v. District of High-lands, (113 Ky. 612)	257	
Coughran v. Huron, (17 S. D. 271)	633, 637, 642, 644	Covington v. Dressman, (6 Bush, Ky. 210)	3974, 4085	
Cougot v. New Orleans, (16 La. Ann. 21)	2131, 2138, 3888	Covington v. East St. Louis, (78 Ill. 548)	299, 304, 309, 614, 637, 718, 1429, 1436, 1602, ..	1803
Coulson v. Harris, (43 Miss. 728) ..	5364	Covington v. Hall, (30 Ky. L. Rep. 356)	2971	
Coulson v. Portland, (Fed. Cas. No. 3,275) 878, 4610, 4734, 5315, ..	5360	Covington v. Hoadley, (5 Ky. L. Rep. 430)	5032	
Coulston v. Baltimore, (109 Md. 271)	5015	Covington v. Johnson, (24 Ky. L. Rep. 602)	5633	
Coulter v. Murray, (4 Daly, N. Y. 506)	424	Covington v. Kentucky, (173 U. S. 231)	352, 378, 388, 508	
Coulter & Richards v. Robert-son, (24 Miss. 278)	693	Covington v. Lee, (28 Ky. L. Rep. 492)	5600, 5759	
Coulter v. Weir, (127 Fed. 897) ..	1686	Covington v. Ludlow, (1 Metc. Ky. 295)	1364, 1373, 1380, 1827	
Coulterville v. Gillen, (72 Ill. 599)	2435	Covington v. McKenna, (99 Ky. 508)	4650, 4688	
Council v. Moyamensing, (2 Pa. St. 224)	4489, 4493	Covington v. McNickle, (18 B. Mon. Ky. 262)	2547, 3335, 3339	
Council Bluffs v. Stewart, (51 Ia. 385)	429, 4706, 4744	Covington v. Manwaring, (113 Ky. 592)	5686	
Council Bluffs v. Waterman, (86 Ia. 688)	1140, 1149	Covington v. Mayberry, (9 Bush, Ky. 304)	1140	
Council Grove, <i>In re</i> , (20 Kan. 619)	304, 447	Covington v. Nadaud, (103 Ky. 455)	4009	
Couden v. Clarke, (Hobart, 29a P. 83)	568	Covington v. Nelson, (35 Ind. 532)	3987, 4291, 4304	
Counterman v. Dublin Tp., (38 Ohio St. 515)	1707, 4513	Covington v. Noland, (28 Ky. L. Rep. 314)	4174	
Counties v. ———. See names of particular counties.		Covington v. People's Building Ass'n, (Ky. 2 S. W. 322)	5034	
County Com'rs v. Bladensburg, (51 Md. 465)	352	Covington v. Powell, (2 Metc. Ky. 226)	4995	
County Court v. Griswold, (58 Mo. 175)	667	Covington v. Pullman Co., (121 Ky. 218)	1687	
County Court v. Pogue, (115 Ill. App. 391)	1509	Covington v. Ranshaw, (129 Ky. 410)	1006	
Courser v. Powers, (34 Vt. 517) ..	1036	Covington v. Ratterman, (32 Ky. L. Rep. 1225)	3581	
Courter v. Board of Health, (54 N. J. L. 325)	1357	Covington v. Simball, (14 Ky. L. Rep. 896)	4303	
Courtney v. Louisville, (12 Bush. 419)	5008, 5009	Covington v. Southgate, (15 B. Mon. Ky. 491) ..	599, 619, 5002, 5003	
Cousins v. State, (50 Ala. 113) ..	2266	Covington v. Taffee, (24 Ky. L. Rep. 373)	4262	
Covell v. Wabash Ry. Co., (82 Cover v. Baytown, (12 Minn. 124)	4602	Covington v. Voskotter, (80 Ky. 219)	5032	
Mo. App. 180)	2093	Covington v. Whitney, (30 Ky. L. Rep. 659)	5756	
Coverdale v. Charlton, (4 Q. B. D 104)	2786			
Coverdale v. Edwards, (155 Ind. 374)	2931, 3450, 3497			
Covington v. Arthur, (12 Ky. L. Rep. 163)	5009			

(References are to Pages.)

Covington v. Wood, (10 Ky. L. Rep. 1022)	4558	Coyne v. Rennie, (97 Cal. 590)	771, 1138
Covington v. Woods, (3 Ky. L. Rep. 85)	1497	Crabtree v. Bulman, (60 J. P. 489)	1544
Covington v. Woods, (98 Ky. 344)	2204, 2250	Craddock v. State, (18 Tex. Cr. App. 567)	1861, 1871
Covington v. Worthington, (88 Ky. 206)	4391	Craft v. Jackson County, (5 Kan. 518)	5343
Covington v. Zelsz, (32 Ky. L. Rep. 1320)	1136	Craft v. Kochersperger, (173 Ill. 617)	4474, 4477
Covington & C. Bridge Co. v. Davison, (31 Ky. L. Rep. 425) ..	4680	Craft v. Tuttle, (27 Ind. 332) ..	4993
Covington Gaslight Co. v. Covington, (22 Ky. L. Rep. 796)	2517, 3805	Cragg v. Los Angeles Trust Co., (154 Cal. 663)	1820
Covington Gaslight Co. v. Covington, (84 Ky. 94)	4972, 5011, 5023, 5035, 5037	Craig v. Andes, (93 N. Y. 405)	4854, 4906
Covington Gaslight Co. v. Covington, (92 Ky. 312)	4994	Craig v. Burnett, (32 Ala. 728)	1167, 2275, 2422
Covington, etc. R. Co. v. Athens, (85 Ga. 367)	2578, 4609	Craig v. Charleston, (180 Ill. 154)	2881, 5063, 5064, 5399, 5494
Covington, etc. Ry. v. Covington, (9 Bush, Ky. 127)	516, 3452	Craig v. First Presbyterian Church, (88 Pa. St. 42)	1297, 1937, 1940
Covington, etc. R. Co. v. Sanford, (164 U. S. 578)	3736	Craig v. People, (193 Ill. 199) ..	4544
Covington Saw Mill & Mfg. Co. v. Drexillus, (120 Ky. 493) ..	5646	Craig v. Rochester City & B. R. Co., (39 N. Y. 404)	3620
Cowan v. Jones, (79 Mo. App. 222)	5301	Craig v. Russellville, etc. Imp. District, (84 Ark. 390)	3987
Coward v. Bayonne, (67 N. J. L. 470)	834, 2704	Craig v. Secrist, (54 Ind. 419)	570, 2491, 2500, 2506
Coward v. Llewellyn, (209 Pa. 582)	2811, 2934	Craig v. Sedalia, (63 Mo. 417) ..	5619
Coward v. North Plainfield, (63 N. J. L. 61)	4429, 4448, 4508	Craig v. Superior Court, (157 Cal. 481)	1214
Cowdrey v. Caneadea, (16 Fed. 532)	4674, 4850, 4867, 4878	Craig v. New York, (114 App. Div. N. Y. 880)	1184
Cowell v. Colorado Spring Co., (3 Colo. 82)	364	Craine v. Metropolitan St. R. Co., (246 Mo. 393)	5713
Cowen v. West Troy, (43 Barb. N. Y. 48)	1421, 3924, 4125	Crall v. Commonwealth, (103 Va. 855)	2145
Cowert, <i>Ex parte</i> , (92 Ala. 94) ...	428	Cram v. Bangor House, (12 Me. 354)	1297
Cowgill v. Long, (15 Ill. 202) ..	1541	Cram v. Chicago, (138 Ill. 506)	3953
Cowle v. Seattle, (22 Wash. 659)	5739, 5747, 5750	Cram v. Chicago, (139 Ill. 265)	4443, 4452
Cowley v. Rushville, (60 Ind. 327)	1760, 1761	Cram v. Laconia, (71 N. H. 41)	2992, 2995, 2998, 3002, 4260
Cowley v. Spokane, (99 Fed. 840)	4330, 4456, 4516	Cramer, <i>Ex parte</i> , (62 Tex. Cr. Rep. 11)	2074, 2194, 2204, 2258
Cowloy v. Sunderland, (6 H. & N. 565)	5501	Cramer v. Burlington, (42 Ia. 315)	2301
Cowls v. Cowls, (8 Ill. 435)	5111	Cramer v. Burlington, (39 Ia. 512)	5723
Cox v. Abbeville Furniture Factory, (75 S. C. 48)	3678, 3692	Cramer v. Charleston, (176 Ill. 507)	4012, 4020, 4069, 4084
Cox v. Burlington, (43 Ia. 612)	311, 1149	Cramer v. Stone, (38 Wis. 259) ..	5030
Cox v. Cynthiana, (29 Ky. L. Rep. 780)	3661	Cramer v. Water Com'rs, (57 N. J. L. 478)	944
Cox v. Griffin, (18 Ga. 728)	5172	Crampton v. Zabriskie, (101 U. S. 601)	1714, 5315
Cox v. Jones, (73 N. H. 504) 2713,	5355	Crandall v. Nevada, (6 Wall. U. S. 35)	1678, 1686, 1690
Cox v. Lancaster, (24 Ohio Cir. Ct. Rep. 265)	2834	Crane v. Fond du Lac, (16 Wis. 196)	263, 519
Cox v. Louisville, etc. R. Co., (48 Ind. 178)	2818, 3321, 3608	Crane v. Roselle, (236 Ill. 97)	5561
Cox v. Malden & Melrose Gas Light Co., (199 Mass. 324) ..	3781	Crane v. Siloam Springs, (67 Ark. 30)	1515, 3804, 4402, 4408, 4335
Cox v. Marlatt, (86 N. J. L. 389)	1660	Crane v. Urbana, (2 Ill. App. 559)	5172, 5188
Cox v. Mignery, (126 Mo. App. 669)	1734, 1829, 1830, 1833	Crane v. West Chicago, Park Com'rs, (153 Ill. 348)	4355
Cox v. Moss, (53 Mo. 432)	2376	Crane's Will, <i>In re</i> , (159 N. Y. 557)	2480, 2482
Cox v. New York, (103 N. Y. 519)	1120, 1147, 1150	Cranor v. Albany, (43 Ore. 144)	2121
Cox v. St. Louis, (11 Mo. 431)	1814, 1831	Cranston v. Augusta, (61 Ga. 572)	1897, 1907, 2439
Coxon v. Trenton, (78 N. J. L. 26)	4057	Cratty v. Chicago, (217 Ill. 453)	4466, 4467
Coy v. Detroit, etc. Ry., 125 Mich. 616)	3724	Craw v. Tolona, (96 Ill. 255)	2207, 4453, 4459, 4556
Coy v. Lyons, (17 Ia. 1) ..	5283, 5297	Crawford v. Delaware, (7 Ohio St. 459)	4219
Covle v. McIntire, (7 Houst. Del. 44)	206, 255, 379, 411, 504, 511	Crawford v. Detroit, (169 Mich. 293)	5018

TABLE OF CASES.

5861

(References are to Pages.)

Crawford v. Hathaway, (67 Neb. 325)	3076	Crescent City Gas Light Co. v. New Orleans Gas Light Co., (27 La. Ann. 138)	3411
Crawford v. Hurd Refrigerator Co., (57 Minn. 187)	2295	Crescent City L. S. & S. H. Co. v. Jefferson Police Jury, (32 La. Ann. 1192)	1532
Crawford v. Koch, (169 Mich. 372)	5026	Crescent City Wharf & Lighter Co. v. Simpson, (77 Cal. 286)	2529
Crawford v. Marion, (154 N. C. 73)	2939, 2954	Crescent Liquor Co. v. Platt, (148 Fed. 894)	1662
Crawford v. Mason, (123 Ia. 301)	4188, 4528	Cresler v. Asheville, (134 N. C. 311)	5694, 5695
Crawford v. Meadville, (101 Pa. St. 573)	5120	Cresson's App., (30 Pa. St. 437)	2494
Crawford v. Mobile, etc. R. Co., (67 Ga. 405)	323	Creston Waterworks Co. v. Creston, (101 Ia. 687) ..	3672, 3682, 3723
Crawford v. Molitor, (23 Mich. 341)	923	Crevier v. New York, (12 Abb. Pr. N. S. N. Y. 340)	5365
Crawford v. New York, (74 N. Y. S. 261)	5604, 5661	Cribbin & City of Toronto, <i>In re</i> , (21 Ont. Rep. 325)	1587
Crawford v. People, (82 Ill. 557)	4440, 4456, 4478, 4479	Crickenberger v. Westfield, (71 N. J. L. 467)	4061
Crawford v. Powell, (2 Burrow, 1013)	1383	Cricket v. State, (18 Ohio St. 9)	454, 455
Crawford v. Rambo, (44 Ohio St. 279)	5554	Crim v. Phillippi, (38 W. Va. 122)	5027
Crawford v. Ross, (126 Mich. 634)	2973	Cripple Creek v. Adams, (36 Colo. 320)	4801, 4815, 4846, 4875, 4887, 4899, 4937
Crawford v. Topeka, (51 Kan. 756)	1581, 2021	Crist v. Brownsville Tp., (10 Ind. 461)	1303
Crawford v. Wilson, (4 Barb. N. Y. 504)	991	Crites v. New Richmond, (98 Wis. 55)	5728
Crawford v. Wilson & Baillie Mfg. Co., (28 N. Y. S. 514)	5716	Crittenden v. Boonville, (92 Miss. 277)	762, 787, 788, 2060
Crawford County St. R. Co. v. Meadville, (228 Pa. 606)	3513	Crittenden v. Mount Clemens, (86 Mich. 220)	5127
Crawford's Estate, (14 Phila. Pa. 323)	4383	Crocker v. Collins, (37 S. C. 327)	2513, 2974, 2977
Crawfordsville v. Bond, (96 Ind. 236)	5524, 5525, 5577	Crocker v. Knickerbocker Ice Co., (92 N. Y. 652)	2031
Crawfordsville v. Braden, (130 Ind. 149)	208, 834, 1395, 1401, 1883, 1897, 1911, 2061, 2172, 3671, 3807, 3815, 3891	Crocket v. Boston, (5 Cush, Mass. 182)	4013
Crawfordsville v. Smith, (79 Ind. 308)	5774	Crockett v. Barre, (66 Vt. 269)	5177
Crawfordsville v. Van Cleave, (39 Ind. App. 574)	5763	Crofford v. Atlanta, etc. R. Co., (158 Ala. 288)	1994, 2891
Crawfordsville Music Hall Ass'n v. Clements, (12 Ind. App. 464)	4515, 4563	Crofut v. Brooklyn Ferry Co., (36 Barb. N. Y. 201)	2297
Crawshaw v. Roxbury, (7 Gray, Mass. 374)	864, 866	Crofut v. Danbury, (65 Conn. 294)	813, 864, 1537, 4587
Craycraft v. Selvage, (10 Bush, Ky. 696)	4137	Crogster v. Bayfield County, (99 Wis. 1)	4733, 4743, 4932
Creal v. Keokuk, (4 G. Greene, Ia. 47)	3964, 4218, 5571	Croker, <i>In re</i> , (175 N. Y. 158)	1095, 1223
Creamer v. Allen, (3 Mo. App. 545)	4485	Croker v. Board of Excise Com'rs, (73 N. J. L. 360)	1458, 1518
Creamer v. McCune, (7 Mo. App. 91)	3214	Cromartie v. Bladen, (85 N. C. 211)	4975
Crebs v. Lebanon, (98 Fed. 549)	1359, 1395, 1510, 1512, 2766, 4710	Cromarty v. Boston, (127 Mass. 329)	5655, 5687
Creed v. McCombs, (146 Cal. 449)	4793	Cromer v. Logansport, (38 Ind. App. 661)	5577
Creier v. Fitzwilliam, (N. H. 83 Atl. 128)	5462	Crommett v. Pearson, (18 Me. 344)	1354, 1373
Creighton v. Commonwealth, (83 Ky. 142)	1040, 1043	Cromwell v. Sac County, (96 U. S. 51)	4883
Creighton v. Manson, (27 Cal. 613)	1499, 1504, 4061, 4455	Cromwell v. Stephens, (3 Abb. Pr. N. S. 26)	3698, 3783
Creighton v. Pragg, (21 Cal. 115)	4552	Cronan v. Municipality No. 1, (5 La. Ann. 537)	4198
Creighton v. San Francisco, (42 Cal. 446)	526, 530, 532, 537, 538	Crone v. Mallinckrodt, (9 Mo. App. 316)	1825, 4066, 4486
Creighton v. Scott, (11 Ohio St. 438)	4455	Cronin v. Adams, (192 U. S. 108)	1629
Creighton v. Toledo, (18 Ohio St. 447)	1655, 4192	Cronin v. Delavan, (50 Wis. 375)	5622
Creole Steam Fire Engine Co. No. 9 v. New Orleans, (39 La. Ann. 981)	4764, 4774	Cronin v. Jersey City, (38 N. J. L. 410)	3992, 3993, 4355, 4359
Crepps v. Durden, (Cowp. 640) ..	1567	Cronin v. Patrick County, (89 Fed. 79)	4864, 4935
		Cronin v. People, (82 N. Y. 318) ..	1480, 1945, 1947, 2308, 2325

(References are to Pages.)

Cronly v. Tucson, (6 Ariz. 235) 925, 4670	Crowley v. West End, (149 Ala. 613) 5772
Crook v. People, (106 Ill. 237) 314, 422, 767, 1060, 1074, 1075	Crowther v. Yonkers, (60 Hun, N. Y. 586) 5675
Crooke v. Anderson, (23 Hun, N. Y. 226) 2910, 2937, 2956	Croy v. Obion County, (104 Tenn. 525) 1670, 1671
Crooke v. Flatbush Waterworks Co., (29 Hun, N. Y. 245) 3650	Croydon Hospital v. Farley, (6 Taunt. 467) 569
Croome & City of Brantford, <i>In</i> <i>re</i> , (6 Ont. Rep. 188) 1478, 1572, 1733	Crudup v. Ramsey, (54 Ark. 168) 580, 4778
Cropper v. Mexico, (62 Mo. App. 385) 5127, 5723	Cruger v. Ginnuth, (3 Willson, Civ. Cas. Ct. App. § 24) 5022
Crosby v. Mayfield, (133 Ky. 215) 4668	Crulckshank v. Chicago, (181 Ill. 415) 4070
Crosby v. Montgomery, (108 Ala. 498) 3575, 3696, 3697	Crum v. Bray, (121 Ga. 709) 1552, 1553, 1900, 2050, 2051, 2053, 2055, 2056
Crosby v. Warren, (1 Rich. Law, S. C. 385) 1553, 1919, 1921, 2053, 2057	Crumley v. Watauga Water Co., (99 Tenn. 420) 3581
Crosdale v. Cynthiana, (21 Ky. L. Rep. 36) 5416	Crump v. Mims, (64 N. C. 767) 3339
Cross, <i>Ex parte</i> , (44 Tex. Cr. Rep. 376) 689, 1565	Crumpler v. Vicksburg, (89 Miss. 214) 2389
Cross v. Kansas City, (90 Mo. 13) 4254	Cruse v. State, (52 Neb. 831) 5280
Cross v. Morristown, (18 N. J. Eq. 305) 1396, 2972, 3898, 4042, 4047, 4296	Crutcher v. Kentucky, (141 U. S. 47) 1668, 1689, 1696
Cross v. New York, (123 App. Div. N. Y. 917) 1133	Crutchfield v. Warrensburg, (30 Mo. App. 456) 846, 1091, 1092, 1394, 1395, 1500, 2735
Cross v. North Carolina, (132 U. S. 131) 1867	Crystal v. Des Moines, (65 Ia. 502) 5620
Cross v. St. Louis, etc. R. Co., (77 Mo. 318) 3471	Cuba v. Druskin, (120 N. Y. S. 381) 3867
Crossett v. Janesville, (28 Wis. 420) 4224	Cuba v. Mississippi Cotton Oil Co., (150 Ala. 259) 1722
Crossman v. Kenniston, (97 Cal. 379) 1206	Cubitt v. Porter, (8 B. & C. 257) 868
Crossman v. Leshner, (97 Cal. 382) 1241	Cudd v. Calvert, (54 S. C. 457) 4871
Crouch v. Arnett, (71 Kan. 49) 3575	Cuddon v. Eastwick, (1 Salk. 192) 255, 1430, 1459, 1600
Crouch v. McKinney, (47 Tex. Civ. App. 54) 834, 3414, 3816, 3842, 3854, 4288, 4628	Culbertson v. Alexander, (17 Okla. 370) 2888
Crouse, <i>Ex parte</i> , (4 Whart. Pa. 9) 5107, 5108	Culbertson v. Cincinnati, (16 Ohio, 574) 4527
Crouse v. Barrows, (156 Cal. 154) 4028	Culbertson v. Fulton, (127 Ill. 30) 4640, 4729, 4739, 4747, 4984
Crovatt v. Mason, (101 Ga. 246) 923, 1000	Culbertson v. Louisville, (Ky. 128 S. W. 292) 4648
Crow v. Oxford, (119 U. S. 215) 4799, 4808, 4881, 4919	Culbertson & Blair Packing & Prov. Co. v. Chicago, (111 Ill. 651) 4243
Crow v. Paducah, (24 Ky. L. Rep. 1998) 1005, 1064	Cull v. Whittle, (114 Md. 58) ... 5048
Crowder, <i>Ex parte</i> , (171 Fed. 250) 2227	Cullen, <i>In re</i> , (53 Hun, N. Y. 534) 537, 4091, 4348, 4531
Crowder v. Sullivan, (128 Ind. 486) 3367, 3413, 4734	Cullen, <i>In re</i> , (119 N. Y. 628) 4352
Crowder v. Tinkler, (19 Ves. Jr. 617) 2085	Cullen v. Bourke, (93 N. Y. S. 1085) 5059
Crowe v. Steeper, (46 Up. Can. Q. B. 87) 1426	Cullen v. Carthage, (103 Ind. 196) 1088, 1110, 2590, 2598
Crowell v. Hopkinton, (45 N. H. 9) 806, 809	Cullen v. New York, etc. R. Co., (66 Conn. 211) 2992
Crowell v. Lambert, (10 Minn. 369) 5280	Cullen v. New York Tel. Co., (94 N. Y. S. 290) 3578
Crowell v. Monroe, (152 N. C. 399) 2991	Cullen v. Straux, (124 Ind. 340) 4544
Crowley v. Burlington, etc. R. Co., (65 Ia. 658) 1441, 2092	Cullinan v. New Orleans, (28 La. Ann. 102) 2225
Crowley v. Christensen, (137 U. S. 86) 1623, 2447	Cullman v. Arndt, (125 Ala. 581) 1680
Crowley v. Ellsworth, (114 La. 308) 1479, 1784, 2084	Culmer v. Salt Lake City, (27 Utah, 252) 3256
Crowley v. F. R. Fulton & Co., (112 La. 234) 4985	Culpeper v. Gorrell, (20 Grat. Va. 484) 3093
Crowley v. Rucker, (107 La. 213) 1511, 2142	Culver v. Chicago, (171 Ill. 399) 4031, 4052
Crowley v. West, (52 La. Ann. 526) 1950	Culver v. Fort Edward, (8 Hun, N. Y. 340) 4655, 4671
	Culver v. Jersey City, (45 N. J. L. 256) 3691
	Culver v. Streator, (130 Ill. 238) 414, 5065, 5399, 5416
	Culver v. Third National Bank of Chicago, (64 Ill. 528) 1785

TABLE OF CASES.

5863

(References are to Pages.)

Culver v. Yonkers, (80 App. Div. N. Y. 309)	2816, 3886
Cumberland v. Directors of Poor, (7 Pa. Super. Ct. 614)	805
Cumberland v. Magruder, (34 Md. 381)	4651, 4925
Cumberland v. Pennell, (69 Me. 357)	1178
Cumberland v. Prince, (6 Me. 408)	4997
Cumberland v. Randolph, (89 Va. 614)	4908, 4930
Cumberland v. Willison, (50 Md. 138)	4218, 5476
Cumberland Gaslight Co. v. West Virginia & Maryland Gas Co., (182 Fed. 667)	3393, 3411, 3412, 3418, 3421, 3422, 3780
Cumberland Glass Mfg. v. Glass Bottle Blowers' Assn., (59 N. J. Eq. 49)	2047
Cumberland Tel. & Tel. Co. v. Avritt, (120 Ky. 34)	3638, 3645
Cumberland Tel. & Tel. Co. v. Baker, (85 Miss. 486)	3784
Cumberland Tel. & Tel. Co. v. Evansville, (127 Fed. 187)	3478
Cumberland Tel. & Tel. Co. v. Hendon, (114 Ky. 501)	3734
Cumberland Tel. & Tel. Co. v. Hobart, (89 Miss. 252)	3580, 3785
Cumberland Tel. & Tel. Co. v. Hopkins, (121 Ky. 850)	4961
Cumberland Tel. & Tel. Co. v. Huckman, (129 Ky. 220)	1340
Cumberland Tel. & Tel. Co. v. Kelly, (160 Fed. 316)	3589, 3590
Cumberland Tel. & Tel. Co. v. Louisville, (187 Fed. 637)	3740, 3749, 3766
Cumberland Tel. & Tel. Co. v. Louisville Home Tel. Co., (114 Ky. 392)	3524
Cumberland Tel. & Tel. Co. v. Martin, (93 Miss. 505)	2869
Cumberland Tel. & Tel. Co. v. Memphis, (183 Fed. 875)	3726, 3740
Cumberland Tel. & Tel. Co. v. Mt. Vernon, (Ind. 94 N. E. 714)	3467
Cumberland Tel. & Tel. Co. v. State, (Miss. 54 So. 446)	3372, 3591
Cumberland Tel. & Tel. Co. v. United E. R. Co., (93 Tenn. 492)	3617
Cumines v. Jefferson County Sup'rs, (63 Barb. N. Y. 287) ..	4830
Cuming v. Gleason, (140 Mich. 195)	4057
Cuming v. Grand Rapids, (46 Mich. 150)	4018, 4020, 4467, 4468, 5029
Cuming v. Prang, (24 Mich. 514) ..	2825
Cuming v. Tate, (10 Neb. 193) ..	2593
Cumming v. Puett, (97 Ga. 247) ..	973
Cumming v. Savannah, (R. M. Chart. Ga. 26)	1677
Cummings v. Chicago, (144 Ill. 563)	473, 477, 488
Cummings v. Dixon, (139 Mich. 269)	4229, 4235
Cummings v. Fitch, (40 Ohio St. 56)	4964, 4991
Cummings v. Hartford, (70 Conn. 115)	5722
Cummings v. Hyatt, (54 Neb. 35)	4653
Cummings v. Kearney, (141 Cal. 156)	4513
Cummings v. New Rochelle, (56 N. Y. S. 701)	5744
Cummings v. Ruckert, (14 Mo. App. 557)	4114
Cummings v. St. Louis, (90 Mo. 259)	511, 2511, 2512, 2518, 2924, 3318, 3335, 3337
Cummings v. Toledo, (12 Ohio Cir. Ct. R. 650)	5544
Cummings v. West Chicago Park Com'rs, (181 Ill. 136) ..	4052, 4308
Cummins v. Seymour, (79 Ind. 491) 3039, 3955, 4218, 4246, 4279, 5412, 5417, 5439, 5441, 5471, ..	5532
Cummins v. Summuduwo Lodge, (9 Kan. App. 153)	2928
Cunningham v. Berry, (17 Ore. 662)	2346, 2444
Cunningham v. Cleveland, (98 Fed. 657)	3423, 3685, 4103, 4650
Cunningham v. Denver, (23 Colo. 18)	497, 5123
Cunningham v. Griffin, (107 Ga. 690)	1868
Cunningham v. Iola, (86 Kan. 86)	3693, 3694
Cunningham v. Merchantville, (61 N. J. L. 466)	4312, 4320, 4322, 5329
Cunningham v. Peoria, (157 Ill. 499)	3953, 3955, 4074, 4101
Cunningham v. Ponca City, (27 Okla. 858)	3084
Cunningham v. St. Louis, (96 Mo. 53)	732, 5507
Cunningham v. Seattle, (40 Wash. 59)	5069
Cunningham v. Thief River Falls, (84 Minn. 21) 5676, 5721, ..	5763
Cupp v. Elmira, (110 N. Y. S. 742)	5694
Curran v. Arkansas, (15 How. U. S. 304)	693, 694
Curran v. Boston, (151 Mass. 505)	5408, 5454, 5455, 5476, 5506
Curran v. Guilfoyle, (55 N. Y. S. 1018)	3090
Curran v. Louisville, (Ky. 144 S. W. 1057)	3178
Curran v. Louisville, (83 Ky. 628)	3178, 3179
Curran v. St. Joseph, (143 Mo. App. 618)	3294, 5615, 5614, 5624
Curran Bill P. Co. v. Denver, (47 Colo. 221)	1909, 2015, 2022
Curren v. New York, (79 N. Y. 511)	1347
Currie v. Atlantic City, (66 N. J. L. 671)	3435, 3436, 3437
Currie v. Raleigh & A. Air Line R. Co., (135 N. C. 535)	1697
Currie v. School District, (35 Minn. 163)	1105, 1107
Currier v. West Side Elevated Patent Ry. Co., (6 Fed. Cas. No. 3493)	2944
Curry v. Buffalo, (135 N. Y. 366) ..	5129
Curry v. Decatur, (61 Ia. 71) ..	5039
Curry v. District of Columbia, (14 App. D. C. 423)	3414
Curry v. Elvins, (32 N. J. L. 362)	370, 1483
Curry v. Mannington, (23 W. Va. 14)	5631
Curry v. Mount Sterling, (15 Ill. 320)	3937
Curry v. Savannah, (64 Ga. 290) ..	2550
Curry v. Sioux City, (62 Iowa, 102)	257, 262, 278, 274
Curry v. State, (28 Tex. Crim. App. 477)	2451
Curry v. Stewart, (8 Bush. Ky. 560)	1076

(References are to Pages.)

Curtis, <i>Ex parte</i> , (106 U. S. 371) 1225	Dady v. New York, (65 Misc. Rep. N. Y. 382) 2609, 2617, 4180, 4183
Curtis v. Gowan, (84 Ill. App. 516) 1089, 1843, 2595, 2598	Daffinger v. Pittsburgh, etc. T. Co., (31 Pitts. L. J. Pa. 37) .. 1338
Curtis v. Jersey City, (82 N. J. L. 250) 5188	Daggett v. Cohoes, (7 N. Y. S. 882) 3065, 5547
Curtis v. Portland, (59 Me. 483) 4111	Daggett v. Colgan, (92 Cal. 53) 4967
Curtis v. Portsmouth, (67 N. H. 506) 2522, 2563, 2616, 3945	Daggett v. Lynch, (18 Utah, 49) 4755
Curtis v. South Omaha, (67 Neb. 539) 5030	Daggett v. State, (4 Conn. 60) .. 2067
Curtis' Adm'r v. Whipple, (24 Wis. 350) 382, 4969	Dahlman v. Milwaukee, (181 Wis. 427) 3101, 3102
Curtiss v. McDougal, (26 Ohio St. 66) 707	Dahlstorm v. St. Louis, etc. R. Co., (108 Mo. 525) .. 1849, 2092, 2097
Curwensville Borough, Appeal of, (129 Pa. St. 74) 4292	Dalber v. Scott, (3 Ohio Cir. Ct. R. 313) 3297, 3316
Cusack v. Board of Education, 174 N. Y. 136) 5079	Dalley v. New Haven, (60 Conn. 314) 784, 1498, 1534, 2491, 2497, 2966, 5195
Cusack v. Board of Education, etc. (78 App. Div. N. Y. 470) 1016	Dalley v. State, (8 Blackf. Ind. 329) 1000
Cushing v. Board of Health, (13 N. Y. St. Rep. 783) 1457, 1953	Dally v. Columbus, (49 Ind. 169) 4815
Cushing v. Boston, (128 Mass. 330) 1987, 1988, 5655, 5680	Dally v. Essex Co., (58 N. J. L. 319) 937
Cushing v. Boston, (122 Mass. 173) 2907, 5655	Dally v. Maxwell, (152 Mo. App. 415) 2966
Cushing v. Fleming, (151 Mo. App. 471) 840	Dally v. State, (51 Ohio St. 348) 2862, 3642
Cushing v. Hartwig, (138 Mo. App. 114) 1320	Dally v. Swope, (47 Miss. 367) 3894, 4337
Cushing v. Lickert, (79 Neb. 384) 1194	Dally v. Worcester, (131 Mass. 452) 5705
Cushing v. Newburyport, (10 Metc. Mass. 508) 856	Dainese v. Cooke, (91 U. S. 580) 1905
Cushing v. Russell, (134 Mo. App. 650) 2669	Dakota Central Telephone Co. v. Huron, (165 Fed. 226) .. 3369, 3480
Cushing v. Stoughton, (6 Cush. Mass. 389) 1090, 2592	Dale v. Barnett, (105 Ga. 259) . 5275
Cushing-Wetmore Co. v. Gray, (152 Cal. 118) 2953, 2955, 2956	Dale v. Scranton, (231 Pa. St. 604) 4189, 4795
Cusimano v. New Orleans, (123 La. 565) 5630	Daley v. St. Paul, (7 Minn. 390) 379, 402, 423, 913, 3100, 3150, 4258
Custer v. New Philadelphia, (20 Ohio Cir. Ct. R. 177) 5418, 5663	Daley v. Watertown, (192 Mass. 116) 3049, 5560, 5570
Custer County Bank v. Custer, (18 S. D. 274) 664	Dallas v. Allen (Tex. 40 S. W. 324) 5462, 5463
Cutcher v. Detroit, (139 Mich. 186) 5678, 5728	Dallas v. Atkins, (Tex. 32 S. W. 780) 1657, 4015, 4518
Cutcomp v. Utt, (60 Ia. 156) 1310, 1327, 1340	Dallas v. Beeman, (23 Tex. Civ. App. 315) 4255
Cuthbert v. Appleton, (22 Wis. 642) 5609	Dallas v. Brown, (10 Tex. Civ. App. 612) 4183
Cuthbert v. Brooks, (49 Ga. 179) 1190	Dallas v. Concordia, (84 Kan. 734) 5628
Cutler v. Madison, (56 Miss. 115) 1541	Dallas v. Dallas Consol. Traction Ry. Co., (33 S. W. 757) 1657, 4346
Cutler v. Russellville, (40 Ark. 105) 1337, 1367	Dallas v. Dallas Consol. Electric St. Ry. Co., (95 Tex. 268) 5011
Cutliff v. Albany, (60 Ga. 597) 2221	Dallas v. Dillard, (156 Ala. 354) 3088
Cutshaw v. Denver, (19 Colo. App. 341) 1011, 1012, 1076, 1128	Dallas v. Ellison, (10 Tex. Civ. App. 28) 1657, 4015, 4347, 4518, 4519
Cutter v. Boston, (200 Mass. 400) 4245	Dallas v. Emerson, (Tex. 36 S. W. 304) 4441
Cutter v. Des Moines, (137 Ia. 643) 5632, 5729	Dallas v. Gibbs, (27 Tex. Civ. App. 275) 3340
Cutting v. Stone, (7 Vt. 471) 586, 590	Dallas v. Hallock, (44 Ore. 246) 3094, 3123
Cuyahoga County Com'rs v. Akron B. & C. R. Co., (21 Ohio Cir. Ct. R. 769) 3444	Dallas v. Jones, (Tex. 54 S. W. 606) 5609
Cuzner v. California Club, (155 Cal. 303) 2122	Dallas v. Lentz, (96 Tex. 258) .. 3930
Cynthiana v. Board of Education, (21 Ky. L. Rep. 731) 922, 5043	Dallas v. McAllister, (Tex. 39 S. W. 173) 5735
Cyr v. Madore, (73 Me. 53) 3226, 3253	Dallas v. McCullough, (Tex. 95 S. W. 1121) 5773
Czarniecki v. Bollman, (Pa. 10 Cent. Rep. 96) 1942	Dallas v. McKenzie, (110 U. S. 686) 4915
D	
Dabbs v. State, (39 Ark. 353) .. 2108	Dallas v. Martyn, (29 Tex. Civ. App. 201) 2737
Dabney v. Hudson, (68 Miss. 262) 1047	Dallas v. Miller, (7 Tex. Civ. App. 503) 4617, 4620
Dady v. New York, (10 N. Y. S. 819) 4172	Dallas v. Moore, (32 Tex. Civ. App. 230) 5736

TABLE OF CASES.

5865

(References are to Pages.)

Dallas v. Myers, (Tex. 55 S. W. 742)	5609, 5722
Dallas v. Strayer, (Tex. 73 S. W. 980)	5611
Dallas v. Webb, (22 Tex. Civ. App. 48)	5643, 5754
Dallas v. Young, (28 S. W. 1036)	5164
Dallas Electric Co. v. Dallas, (23 Tex. Civ. App. 323)	4618
Dallas Title & Trust Co. v. Oak Cliff, (8 Tex. Civ. App. 217) ..	5028
Dallenbach v. Burnham, (248 Ill. 468)	2810
Dallis v. Griffin, (117 Ga. 408) ..	1071
Dalrymple v. Milwaukee, (53 Wis. 178)	4948
Dalton, <i>In re</i> , (61 Kan. 257)	2181
Dalton v. Darlington, (123 App. Div. N. Y. 855)	1206
Dalton v. East Portland, (11 Ore. 426)	5030
Dalton v. Towanda Borough, (215 Pa. St. 402)	3050
Dalton v. Wilson, (118 Ga. 100) ..	5398, 5446, 5525
Daly v. Carthage, (143 Mo. App. 564)	3506, 3510, 3681, 3683
Daly v. Georgia S. & F. R. Co., (80 Ga. 793)	1994
Daly v. Gubbins, (35 Ind. App. 2927, 3388, 3399, 3401, 3419, 3456)	4307
Daly v. Gubbins, (170 Ind. 105) ..	3946
Daly v. Higman, (43 Ind. App. 357)	3987, 4305
Daly v. Morgan, (69 Md. 460) ..	380, 599, 604, 615, 655, 666, 667
Daly v. New Haven, (69 Conn. 644)	5398, 5500
Daly v. O'Brien, (60 Misc. Rep. N. Y. 423)	1815, 2710
Daly v. San Francisco, (72 Cal. 154)	3972, 4117
Daly v. Webb, (Ir. Rep. 4 C. L. 309)	2134
Dalzell, Gilmore, etc. Co. v. Findlay, (5 Ohio Cir. Ct. Rep. 435)	1104, 2601, 2720, 4605
D'Amico v. Boston, (176 Mass. 599)	5580, 5618
Damkoehler v. Milwaukee, (124 Wis. 144)	4259, 4261
Damman v. Milwaukee, (139 Wis. 356)	2306
Dammann v. St. Louis, (152 Mo. 186)	5514
Damon v. Boston, (149 Mass. 147)	5704, 5705, 5706
Damon v. Granby, (2 Pick. Mass. 345)	271, 1273, 1296, 1303, 1347, 1352, 1354, 2603
Damour v. Lyons City, (44 Ia. 276)	3047, 5528, 5538, 5548
Dana, <i>In re</i> , (Fed. Cas. No. 4554) ..	2366, 2374
Dana v. Boston, (176 Mass. 97)	4264, 4280
Dana v. San Francisco, (19 Cal. 486)	4754, 4774
Danaher v. Brooklyn, (119 N. Y. 241)	5523
Danaher v. Southwestern Tel. & Tel. Co., (94 Ark. 533)	3578
Danbury, etc. Co. v. Norwalk, (37 Conn. 109)	3054, 3944, 4297, 5194, 5394, 5577
Dancer v. Mannington, (50 W. Va. 322)	853, 854, 4500
Dane v. Mobile, (36 Ala. 304)	2392, 2415
Danforth v. Bangor, (85 Me. 423) ..	3272
Daniel v. Grizzard, (117 N. C. 105)	1187
Danforth v. Hinsdale, (177 Ill. 579)	4015
Daniel v. Memphis, (11 Humph. Tenn. 582)	2589, 4598
Daniel v. New Orleans, (26 La. Ann. 1)	4003, 4005
Daniel v. Richmond, (78 Ky. 542)	2223
Daniel v. State, (55 Ga. 222)	2437
Danielly v. Cabaniss, (52 Ga. 211)	4883
Daniels v. Almy, (18 R. I. 244) ..	3224
Daniels v. Clegg, (28 Mich. 32) ..	2032
Daniels v. Denver, (2 Colo. 669) ..	3037, 5527
Daniels v. Hathaway, (65 Vt. 247)	1175
Daniels v. Homer, (139 N. C. 219) ..	1618
Daniels v. Long, (111 Mich. 562) ..	4127, 4671
Daniels v. Newbold, (125 Ia. 198)	1025
Daniels v. Racine, (98 Wis. 649) ..	5580, 5593
Daniels v. Wilson, (27 Wis. 492) ..	3264, 3347
Danielson v. Sykes, (157 Cal. 686)	2941
Dann v. Woodruff, (51 Conn. 203)	4479
Dannat v. New York, (66 N. Y. 585)	5172
Dannenberg v. Macon, (114 Ga. 174)	2873
Danner v. State, (89 Md. 220)	2359, 2371
Dano v. Mobile, Ohio & R. R. Co., (27 Ark. 564)	954
Dantzer v. Indianapolis Union R. Co., (141 Ind. 604)	2998, 4260
Danvers v. Commonwealth, (184 Mass. 502)	3689, 3755
Danvill v. Fox, (142 Ky. 476) ..	5433
Danville v. Danville Water Co., (178 Ill. 299)	2076
Danville v. Danville Water Co., (180 Ill. 235)	3700, 3701, 3708, 3712, 4616, 4639
Danville v. Hatcher, (101 Va. 523)	1745, 1898, 2123
Danville v. McAdams, (153 Ill. 216)	4066, 4101
Danville v. Montpelier & St. J. R. Co., (43 Vt. 144)	4608
Danville v. Peters, (8 Luz. L. Reg. Pa. 272)	2144
Danville v. Robinson, (99 Va. 448)	5645
Danville v. Shelton, (76 Va. 325) ..	782, 1473, 1494, 2226, 4642, 5023
Danville v. Thornton, (110 Va. 541)	5518
Danville v. Weaver, (17 Pa. Co. Ct. R. 17)	2224
Danville, etc., R. Co. v. Commonwealth, (73 Pa. St. 29)	517
Danville St. R. & L. Co. v. Mater, (116 Ill. App. 519)	3460
Danville Water Co. v. Danville, (180 U. S. 619)	782, 1648, 1736, 1769, 1772, 3706, 3716, 3717
Dapper v. Milwaukee, (107 Wis. 88)	5697
D'Aquin v. Colron, (3 La. 387) ..	1649
Darby v. Lansdowne, (174 Pa. St. 203)	707

(References are to Pages.)

Darby v. Pence, (17 Idaho, 697)	1623, 2118
Darby v. Sharon Hill, (112 Pa. St. 66) 383, 596, 598, 600, 609,	615
Darby v. Union Springs, (173 Ala. 709)	5518
Darcantel v. People's Slaughter-House & R. Co., (44 La. Ann. 632)	1500, 1944
Darcy v. San Jose, (104 Cal. 642)	316, 485
Darden v. State, (74 Ga. 842)	2294, 2298
Dargan v. Mobile, (31 Ala. 469)	5398, 5414, 5416
Darling v. Bangor, (68 Me. 108)	5529
Darling v. Baltimore, (51 Md. 1)	2551
Darling v. Jersey City, (80 N. J. L. 514)	2801
Darling v. Jersey City, (73 N. J. Eq. 318)	3267, 3274, 3286
Darling v. Manistee, (166 Mich. 85)	2743
Darling v. Newport Elec. Light Co., (74 N. H. 515)	2868
Darling v. Rodgers, (7 Kan. 592)	454
Darling v. St. Paul, (19 Minn. 389)	851, 2214, 2215
Darling v. Taylor, (7 N. D. 538)	4709
Darlington v. Atlantic Trust Co., (68 Fed. 849)	4607, 4738, 4796, 4830
Darlington v. Atlantic Trust Co., (78 Fed. 596)	4973
Darlington v. Commonwealth, (41 Pa. St. 68)	1377, 1511, 1847, 2669, 3964, 3983, 4062, 4504
Darlington v. New York, (81 N. Y. 164)	500, 501, 509, 513, 534, 536, 2551, 2553, 5466
Darlington v. Ward, (48 S. C. 570)	1571, 1572, 1952
Darnell v. Keller, (18 Ind. App. 103)	4150, 4152, 4560, 4561, 4566
Darnell & Son v. Memphis, (116 Tenn. 424)	1670, 1692
Darrach v. Kenney, (12 Pa. Ct. Rep. 891)	1284
Darrow v. People, (8 Colo. 417)	473, 996
Darrow v. People, (8 Colo. 426)	497
Darst v. Griffin, (31 Neb. 668)	3898
Darst v. People, (51 Ill. 286)	1552, 2123
Dart v. Bagley, (110 Mo. 42)	1511, 1737, 1793
Dartmouth v. County Com'rs, (153 Mass. 12)	1298
Dartmouth College v. Woodward, (4 Wheat. 518)	245, 249, 252, 501, 507, 513, 721, 723, 783, 1631, 1636, 1762, 1769, 3519
Dary v. Providence Police Assn., (27 R. I. 377)	1098
Dasey v. Skinner, (11 N. Y. S. 821)	3846, 4378, 4401
Dasher v. Harrisburg, (20 Pa. Super. Ct. 79)	5525
Dashlell v. Attorney General, (5 Har. & John. Md. 392)	2506
Dashlell v. Baltimore, (45 Md. 615)	4205, 4454, 4466
Dassler, <i>In re</i> , (35 Kan. 678) ...	2803
Daublin v. New Orleans, (1 Mart. O. S. La. 184)	1999
Daubmann v. Camden, (39 N. J. L. 57)	992
Daughdrill v. Crosby, (35 Ala. 346)	5018
Daughters v. Riley Co. Com'rs, (81 Kan. 548)	3234
Dausch v. Crane, (109 Mo. 323)	1681, 2765
Dave & Mose v. New York, (49 Fed. 389)	5510
Davenport v. Bird, (34 Ia. 524)	2312
Davenport v. Boyd, (109 Ia. 248)	2549
Davenport v. Buffington, (97 Fed. 234)	3310, 3346, 5368
Davenport v. Dedham, (178 Mass. 382)	4278, 4279
Davenport v. Hannibal, (108 Mo. 471)	5718
Davenport v. Hyde Park, (178 Mass. 385)	4276
Davenport v. Kelley, (7 Ia. 102)	2135
Davenport v. Kleinschmidt, (6 Mont. 502)	781, 1714, 2632, 2714, 3416, 4681, 4731, 5357
Davenport v. Mississippi & M. R. Co., (16 Ia. 348)	5011
Davenport v. Peoria F. & W. Ins. Co., (17 Ia. 276)	578, 2616
Davenport v. Rice, (75 Ia. 74) ..	2254
Davenport v. Ruckman, (37 N. Y. 568)	5589, 5758
Davenport v. Stevenson, (34 Ia. 225)	3610
Davenport v. Walker, (57 App. Div. N. Y. 221)	2652
Davenport Gas & El. Co. v. Davenport, (124 Ia. 22)	1744, 2722
Davenport Gas Light & Coke Co. v. Davenport, (15 Ia. 6)	2760
Davenport Gaslight & Coke Co. v. Davenport, (13 Ia. 229)	1610, 2759, 2765, 5187
Davenport Gas & Electric Co. v. Davenport, (124 Ia. 22)	3423, 3671, 3675, 3676
Davenport & Morris v. Richmond, (81 Va. 636)	1610, 2086
Davenport, etc. R. Co. v. Davenport Gaslight Co., (43 Ia. 301)	4517
Davey v. Big Rapids, (85 Mich. 56)	5145
Davey v. Janesville, (111 Wis. 628)	1813, 5143
David v. Portland Water Committee, (14 Or. 98)	503, 506, 938, 943, 973, 1054, 3840
Davidson v. Baldwin, (2 Cal. App. 733)	1007, 5080
Davidson v. Baltimore, (96 Md. 509)	1713, 2490
Davidson v. Chicago, (178 Ill. 582)	4079, 4310
Davidson v. Hine, (151 Mich. 294)	386, 425, 5044, 5051
Davidson v. New Orleans, (96 U. S. 97)	1612, 1736, 4473
Davidson v. New Orleans, (34 La. Ann. 170)	4368
Davidson v. New York, (27 How. Pr. N. Y. 342)	501, 534, 536
Davidson v. New York, (54 N. Y. S. 51)	5437
Davidson v. New York, (117 N. Y. S. 185)	5686
Davidson v. Ramsey County Com'rs, (18 Minn. 482)	4830
Davidson v. State, (68 Ala. 356)	1037
Davidson v. Texas, etc. R. Co., (29 Tex. Civ. App. 54)	3162
Davidson v. Wight, (16 App. D. C. 371)	4330

TABLE OF CASES.

5867

(References are to Pages.)

Davies v. Boston, (190 Mass. 194)	5523	Davis v. Hampshire, (153 Mass. 218)	2998, 4260
Davies v. East Saginaw, (66 Mich. 37)	4141, 4183	Davis v. Harrison, (46 N. J. L. 79)	2723, 2726
Davies v. Los Angeles, (86 Cal. 37)	727, 772, 1780, 1800, 3901, 3915	Davis v. Hill, (41 N. H. 329)	5666
Davies v. Mann, (10 M. & W. 545)	1854	Davis v. Hugo, (81 Minn. 220) ..	305
Davies v. Morgan, (1 Crompt. & J. 587)	1575	Davis v. Jackson, (61 Mich. 530) ..	1358, 1373, 3895, 4132, 4153, 5424
Davies v. New Orleans, (40 La. Ann. 806)	3891, 4010	Davis v. Kendallville, (Fed. Cas. No. 3,628)	4903
Davies v. New York, (83 N. Y. 207)	2469, 2470, 2606, 2636	Davis v. Kingston, (5 N. Y. S. 506)	5737
Davies v. Saginaw, (87 Mich. 439)	1333, 2685, 4030, 4031, 4037, 4401, 4455, 4508	Davis v. Knoxville, (90 Tenn. 599)	5401, 5454, 5495
Davies v. Saginaw County Board, (89 Mich. 295) ..	419, 514, 564	Davis v. Lebanon, (108 Ky. 688) ..	5069
Davies' Ex'r v. Galveston, (16 Tex. Civ. App. 13)	4290	Davis v. Leominster, (1 Allen, Mass. 182)	5594
Davless v. Dickinson, (117 U. S. 657)	4748	Davis v. Litchfield, (145 Ill. 313) ..	3937, 4014, 4045, 4428, 4462
Davless v. Fairbairn, (3 How. U. S. 636)	1776, 1804	Davis v. Litchfield, (155 Ill. 384) ..	1765
Davless County Court v. Howard, (13 Bush, Ky. 101)	4860	Davis v. Lynchburg, (84 Va. 861)	3977, 4460
Davin v. Syracuse, (69 Misc. Rep. N. Y. 285)	2677	Davis v. Massachusetts, (167 U. S. 43)	1622
Davis, <i>Ex parte</i> , (115 Cal. 445) ..	1815, 1818, 3958	Davis v. Milton Plantation, (90 Me. 512)	5094
Davis v. Adrian, (147 Mich. 300)	5631	Davis v. Missouri Pacific R. Co., (119 Mo. 180)	4231, 4234
Davis v. Anita, (73 Ia. 325)	1574, 1598, 2156, 2157, 2158	Davis v. Montgomery, (51 Ala. 139)	5446, 5447
Davis v. Appleton, (109 Wis. 580)	2840	Davis v. Morris, (132 N. C. 435) ..	3228
Davis v. Bangor, (42 Me. 522) ..	5232, 5595, 5655	Davis v. New York, (1 Duer, N. Y. 451)	1532, 2475
Davis v. Barnstable, (154 Mass. 224)	2499	Davis v. New York, (14 N. Y. 506)	516, 1534, 1990, 2004, 2924, 3368, 3389, 3390, 3399, 3402, 3514, 3565, 4392, 4463, 5196
Davis v. Berger, (54 Mich. 652) ..	1038	Davis v. Omaha, (47 Neb. 836) ..	5633, 5637
Davis v. Bonaparte, (137 Ia. 196)	2811, 2813, 3222, 3250	Davis v. Pacific Telephone & Telephone Co., (127 Cal. 312) ..	3383
Davis v. Brace, (82 Ill. 542)	5022	Davis v. People, (47 Colo. 1)	2417, 2419
Davis v. Brown, (46 W. Va. 716) ..	929	Davis v. Petrinovich, (112 Ala. 654)	5040
Davis v. Caldwell, (28 La. Ann. 860)	1458	Davis v. Philadelphia, (3 Phila. Pa. 374)	1087
Davis v. Claus, (125 Ky. 4)	919, 1319	Davis v. Point Pleasant, (32 W. Va. 289)	648, 668, 5009
Davis v. Clifton Municipality, (8 U. C. C. P. 236)	1575	Davis v. Read, (65 N. Y. 566) ..	849, 4427
Davis v. Clinton, (50 Ia. 585) ..	1986, 2899	Davis v. Rockport, (Mass. 100 N. E. 612)	5505, 5507
Davis v. Clinton Waterworks Co., (54 Ia. 59)	3598	Davis v. Rome, (89 Ga. 724)	2433
Davis v. Cordele, (115 Ga. 770) ..	1134	Davis v. Sacramento, (82 Cal. 562)	4801
Davis v. Crawfordsville, (119 Ind. 1)	4220, 5539, 5577	Davis v. School Directors, (92 Ill. 293)	5083
Davis v. Davis, (40 W. Va. 464) ..	1307, 1918, 1928, 1942	Davis v. Scott, (59 Wis. 604)	5098
Davis v. Des Moines, (71 Ia. 500)	4724	Davis v. Silverton, (47 Ore. 171) ..	4220, 4504, 5336
Davis v. Doylestown, (3 Pa. Co. Ct. R. 573)	5353	Davis v. Simpson, (25 Nev. 123) ..	4974, 5285
Davis v. Dubuque, (20 Ia. 458) ..	619, 5008	Davis v. State, (136 Ga. 798)	3290
Davis v. East Tennessee, etc. Ry. Co., (87 Ga. 605)	3388	Davis v. State, (7 Md. 151)	958, 1401
Davis v. Evans, (174 Mo. 307)	4568	Davis v. State, (2 Tex. App. 425) ..	309, 2108
Davis v. Fasig, (128 Ind. 271) ..	1725, 2119, 2448	Davis v. Steuben, (19 Ind. App. 694)	278, 279, 5072
Davis v. Filler, (47 W. Va. 413) ..	1230, 5222	Davis v. Wabash, etc. R. Co., (89 Mo. 340)	4285
Davis v. Fogg, (78 Ind. 301)	5331	Davis v. Woolnough, (9 Ia. 104) ..	481, 497
Davis v. Fremont, (135 N. C. 538)	4652	Davis & Co. v. Macon, (64 Ga. 128)	2223
Davis v. Gaines, (48 Ark. 370) ..	431	Davis, etc. Mfg. Co. v. Los Angeles, (115 Fed. 537)	2447
Davis v. Green, (40 La. Ann. 281)	4959	Davis & Palmer v. New York, (2 Duer, 663)	5175, 5327

(References are to Pages.)

Davison v. Hough, (165 Mo. 561)	2449, 5219
Davison v. Otis, (24 Mich. 23)	2439
Davison v. Walla Walla, (52 Wash. 453)	1828, 2064
Davock v. Moore, (105 Mich. 120)	406, 413, 535, 981, 1934
Davoust v. Alameda, (149 Cal. 69)	5517
Davy v. Hyde Park, (16 Ohio Cir. Ct. Rep. 506)	5355
Dawes v. Great Falls, (31 Mont. 9)	5127
Dawes v. Hightstown, (45 N. J. L. 127)	1516, 2001, 2933
Dawes v. Highstown, (45 N. J. L. 501)	1982
Dawes v. North River Ins. Co., (7 Cowen, N. Y. 462)	1298
Dawson v. Clark, (58 Neb. 756)	4963, 4989
72 S. E. 508)	3702, 3715
Dawson v. Dawson Tel. Co., (Ga. Dawson v. Dawson Waterworks Co., (102 Ga. 594)	4617
Dawson v. Dawson Water Works Co., (106 Ga. 696)	2585, 2624, 3676, 3679, 4649, 4657, 4701, 4709, 4731
Dawson v. Hipskind, (173 Ind. 216)	4560, 4566
Dawson v. Kuttner, (48 Ga. 133)	1892, 5464
Dawson Compress & S. Co. v. Dawson, (107 Ga. 358)	765, 5027
Day v. Callow, (39 Val. 593)	5284
Day v. Citizens' Ry. Co., (81 Mo. App. 471)	1849, 2096
Day v. Clinton, (6 Ill. App. 476)	1792, 2385
Day v. Fairview Borough, (62 N. J. L. 621)	3999
Day v. Forest City R. Co., (27 Ohio Cir. Ct. 60)	3483
Day v. Green, (4 Cush. Mass. 433)	1634, 1986, 1994, 2217, 2920
Day v. Milford, (5 Allen, Mass. 98)	5669, 5670
Day v. Putnam Insurance Co., (16 Minn. 408)	865
Day v. Schroeder, (46 Ia. 546)	3010
Day v. Springfield, (102 Mass. 310)	5222
Day v. Stetson, (8 Me. 365)	895
Dayton v. Bellevue Water & Fuel Gaslight Co., (119 Ky. 714)	5011
Dayton v. Glaser, (76 Ohio St. 471)	5601
Dayton v. Lincoln, (39 Neb. 74)	4268
Dayton v. Lynes, (30 Conn. 351)	950
Dayton v. Pease, (4 Ohio St. 80)	5426, 5428, 5431, 5471, 5654
Dayton v. Quigley, (29 N. J. Eq. 77)	1579, 3580
Dayton v. St. Paul, (22 Minn. 400)	929
Dayton v. Taylor's Adm'r, (62 Ohio St. 11)	5426, 5589, 5756
Daytona v. Edson, (46 Fla. 463)	5717
DeAragmonte v. Mount Vernon, (98 N. Y. S. 454)	5452, 5484
De Armas v. Bell, (109 La. 181)	1129, 1184, 1206
De Armas v. New Orleans, (5 La. 132)	2480
De Baker v. Carillo, (52 Cal. 472)	5202
De Baun v. New York, (16 Barb. N. Y. 392)	5193
De Baum v. New York City, (2 Edm. Sel. Cas. N. Y. 396) ..	5312
De Ben v. Gerard, (4 La. Ann. 30)	1606
De Benneville v. Philadelphia, (204 Pa. St. 51)	4275
De Boest v. Gambell, (35 Or. 368)	1138, 1139
De Camp v. Newark, (78 N. J. L. 31)	1160
DeCamp v. Sioux City, (74 Ia. 392)	5769
De Castro v. Campagne Fran- caise du Telegraph, (32 N. Y. S. 960)	3407
De Forest v. Thompson, (40 Fed. 375)	4567
De Garmo v. Vogt, (Ky. 152 S. W. 969)	5638, 5714
De Geofroy v. Merchants Bridge Ter. Ry. Co., (179 Mo. 698) ..	2847, 3609, 3624
De Glnther v. New Jersey Home, etc., (58 N. J. L. 354)	2070
De Grave v. Monmouth, (19 Eng. Com. Law C. P. 109)	2736
De Grilleau v. Frawley, (48 La. Ann. 184)	4508
De Groot v. Jersey City, (55 N. J. L. 120)	3995
De Hall v. Morford, (95 Cal. 457) ..	4312
De Hansen v. District Court of Second Judicial Dist., (11 Ariz. 379)	3151, 3164
De Hart v. Atlantic City, (62 N. J. L. 586) ..	299, 488, 489, 492, 499
De Haven v. Berendes, (135 Cal. 178)	4424, 4522
De Kalb v. Luney, (193 Ill. 185)	2971, 2976
De Kalb County Tel. Co. v. Dut- ton, (228 Ill. 178)	3642, 3643
De Koven v. Lake View, (129 Ill. 399)	4391, 4448, 4470
De Lacey v. Brooklyn, (12 N. Y. S. 540)	1040, 1057, 1059
De Land v. Dixon Power & L. Co., (225 Ill. 212)	2985, 5166
De Lano v. Doyle, (120 Mich. 258)	1782, 1954
De Las Casas, <i>In re</i> , (178 Mass. 213)	4479
De Loge v. New York Central, etc. R. Co., (157 N. Y. 688) ..	1514
DeLoge v. N. Y. Central, etc. Ry. Co., (92 Hun, N. Y. 149)	1838
De Mange v. Bloomington, (155 Ill. App. 49)	4262, 4270
De Martini v. San Francisco, (107 Cal. 402)	3250, 3958
De Motte v. Valparaiso, (161 Ind. 319)	2517, 3828
De Nefe v. Agency City, (148 Ia. 237)	3247
De Pauw v. New Albany, (22 Ind. 204)	4992
De Pauw Plate-Glass Co. v. Al- exandria, (152 Ind. 443)	5010, 5032
De Peyster, <i>In re</i> , (80 N. Y. 565) ..	3028
De Puy v. Wabash, (133 Ind. 336)	4043, 4523, 3990, 4293, 4297
De Queen v. Fenton, (98 Ark. 521)	2049, 2308
De Roberts v. Cross, (15 Okla. 553)	4773
DeRochbrune v. St. Paul, (11 Minn. 313)	4016
De Soto v. Brown, (44 Mo. App. 148)	1866, 1874, 2306
De Soto v. Hunter, (145 Mo. App. 430)	2390

TABLE OF CASES.

5869

(References are to Pages.)

De Soto v. Merciel, (52 Mo. App. 57)	2421	Decatur v. Hamilton, (29 Ill. App. 561)	5484, 5523, 5723
De Soto v. Showman, (100 Mo. App. 223)	4121	Decatur v. McKean, (167 Ind. 249)	1005, 1163, 2611, 2616, 4760
De Soto Parish v. Williams, (49 La. Ann. 422)	926	Decatur v. Paulding, (14 Pet. U. S. 497)	5274
De Turk v. Com., (129 Pa. St. 161)	1002	Decatur v. Vermillion, (77 Ill. 315)	1115, 1144, 1400
De Varaigne v. Fox, (Fed. Cas. 336)	3173	Decatur v. Wilson, (96 Ga. 261)	927, 4002
De Vigil v. Stroup, (15 N. M. 544)	5246, 5252	Decatur Gas Light & Coke Co. v. Decatur, (120 Ill. 67)	1703, 2760
De Vignier v. New Orleans, (15 Fed. 11)	1640	Decker v. Evansville, etc. R. Co., (133 Ind. 492)	2953
De Vita v. Loprete, (77 N. J. Eq. 523)	2776	Decker v. Gammon, (44 Ill. 323)	1251
De Vore v. Auburn, (64 App. Div. 84)	5580	Decker v. Hughes, (68 Ill. 33)	4805
De Voss v. Richmond, (13 Grat. 338)	4580, 4876, 4922	Decker v. McSorley, (111 Wis. 91)	1616, 1350
De Witt v. Clinton, (194 Ill. 521)	3209, 4064	Decker v. McSorley, (116 Wis. 643)	2292
De Witt v. Duncan, (46 Cal. 343)	3895	Decker v. New York, (122 N. Y. S. 553)	5674
De Witt v. Hays, (2 Cal. 463)	5263	Decker v. Sargeant, (126 Ind. 404)	2119
De Witt v. Elmira Transfer Ry. Co., (134 N. Y. 435)	2320	Decker v. Scranton, (151 Pa. 241)	5624
De Witt v. Lacotta, (76 Ark. 350)	1629, 2125	Decorah v. Bullis, (26 Ia. 12)	309, 310, 311, 1049, 1050, 1273
De Witt v. Mills Co., (126 Ia. 169)	2713	Decorah v. Dunstan Bros., (28 Ia. 26)	1760, 1762, 2216
De Witt v. Rutherford, (57 N. J. L. 619)	4462	Decorah v. Gillis, (10 Ia. 224)	2402
De Witt v. San Francisco, (3 Cal. 289)	2453, 2456, 2487	Dederer v. Voorhes, (51 N. Y. 153)	4626
De Wolf v. Bennett, (Neb. 91 N. W. 355)	4615	Deeds, <i>in re</i> , (75 Ark. 542)	2222
Deaconess Hospital v. Bontjes, (207 Ill. 553)	5453	Deeds v. Sanborn, (26 Ia. 419)	5002
Deady v. Lyons, (57 N. Y. S. 448)	4970, 5022	Deeds v. Sanborn, (22 Ia. 214)	5002
Deady v. Townsend, (57 Cal. 298)	4066	Deehan v. Johnson, (141 Mass. 23)	2223
Dean v. Ann Arbor R. Co., (127 Mich. 459)	2992	Deems v. Baltimore, (20 Md. 164)	1721, 1833, 1890, 2149
Dean v. Borchsenius, (20 Wis. 236)	5264	Deer v. Sheraden Borough, (220 Pa. St. 207)	4069, 5392
Dean v. Charlton, (27 Wis. 522)	4528	Deering, <i>in re</i> , (14 Daly, N. Y. 89)	4197, 4441, 4472
Dean v. Davis, (51 Cal. 406)	252, 271, 344, 349	Deering, <i>in re</i> , (85 N. Y. 1)	2905, 4242
Dean v. De Wolf, (16 Hun, N. Y. 186)	955	Deering, <i>in re</i> , (93 N. Y. 261)	2520, 2526
Dean v. Gleason, (16 Wis. 1)	1051, 5262	Deering v. Cumberland, (37 Mo. 151)	2960
Dean v. Madison, (9 Wis. 402)	3929, 5264	Deering & Co. v. Peterson, (75 Minn. 118)	4525
Dean v. New York, (61 N. Y. S. 274)	4170	Dees v. Lake Charles, (22 La. Ann. 256)	610, 19, 455
Dean v. Paterson, (67 N. J. L. 199)	4296	Defer v. Detroit, (67 MI 5422, 51)	12, 5670
Dean v. State, (62 Ala. 153)	2427, 2440	Defiance v. Defiance, (1 Cir. Ct. R. 96)	2617, 2, 15, 4622
Dean v. Walla Walla, (48 Wash. 75)	4725	Defiance v. McGonigale, (829)	11, 4907
Deane, <i>Ex parte</i> , (3 Cranch C. C. 125)	970, 1552, 1906	Defiance v. Schmidt, (1)	4294, 4900, 4, 17, 4920
Deane v. Hodge, (35 Minn. 146)	5162	Dehantits v. St. Paul, (285)	5222
Deane v. Indiana Macadam, etc. Co., (161 Ind. 271)	4223	Dehaven v. Danville Gaslight Co., (150 S. W. 322)	5797, 5722
Deane v. Randolph, (132 Mass. 476)	5294	Dehm v. Havana, (23 Ill. App. 520)	4615
Deane v. Todd, (22 Mo. 96)	329	Delchael v. Maine, (31 Wis. 552)	1267
Dearden v. Townsend, (L. R. 1 Q. B. 2)	1732, 1742	Dejman v. Fort Madison, (20 Ia. 542)	619, 5002, 5022
Deason v. Dixon, (54 Miss. 535)	661	Delts v. Central, (1 Colo. 322)	294, 292, 1564, 2226, 2300, 2322, 2279, 2326, 2406, 2412, 2415, 2418, 2420, 2424
Deblois v. Barker, (4 R. I. 445)	4223	Delafield v. Illinois, (2 Hill, N. Y. 110)	266
Debnam v. Chitty, (121 N. C. 657)	4292	Delafield v. Westfield, (52 N. Y. S. 277)	4142
Debolt v. Carter, (21 Ind. 355)	2724, 2792, 2927	Delahanty v. Warner, (75 Ill. 125)	5279
Debt Limit of City of New York, <i>in re</i> , (122 N. Y. S. 860)	4700		
Decatur v. Boston, (169 Ill. 249)	5617, 5726		

(References are to Pages.)

Delamater v. Chicago, (158 Ill. 575) 1478, 4014, 4050, 4064, 4065, 4076	Delphi v. Evans, (86 Ind. 90) 825, 1326, 1365, 1402, 2608, 2825, 3951, 4218, 4319, 4329
Delamater v. South Dakota, (205 U. S. 93) 1673	Delphi v. Hamling, (172 Ind. 645) 780, 823, 1893, 2123
Deland v. Cameron, (113 Mo. App. 704) 5635, 5750	Delphi v. Lowery, (74 Ind. 520) 1373
Delaney, <i>Ex parte</i> , (43 Cal. 478) 1586, 1903	Delphi v. Starsman, (104 Ind. 343) .. 236, 307, 537, 649, 654, 5248
Delaney v. Flood, (45 Misc. Rep. N. Y. 97) 976	Demarest v. New Barbadoes, (40 N. J. L. 604) 816, 1147
Delaney v. Flood, (183 N. Y. 323) 5060	Demarest v. New York, (74 N. Y. 161) 424, 765, 766
Delaney v. Kansas City Police Court, (167 Mo. 667) 1795, 2305, 2353, 2358, 2361, 2364, 2365, 2370, 2377, 2427, 2449	Demarest v. New York, (74 Hun. N. Y. 517) 1163
Delaney v. Mount Vernon, (85 N. Y. S. 729) 5750	Demarest v. New York, (147 N. Y. 203) .. 1126
Delaney v. Salina, (34 Kan. 523) 2474, 2495	Demarest v. Y. 17, 5243
Delany v. Washington, (2 Cranch, C. C. 459) 2313	Demby v. K. Y. 294) .. 94 5548
Delashmuth v. Oskaloosa, (94 Ia. 732) 4299	Dement v. H. 4) 2631
Delaware v. Delaware, etc. Tel. & T. Co., (47 Fed. 638) 2573	Deming v. H. 4) 4874
Delaware v. McClintock, (51 Ind. 326) 5361	Demopolis v. 10, 2923
Delaware & Atlantic Tel. & T. Co.'s License Fees, <i>In re</i> , (37 Pa. Super. Ct. 151) 2194	Dempsey v. 14, 3977
Delaware & Atl. Tel. Co. v. Pennsylvania, (67 N. J. L. 91) 1481, 1483, 1492	Dempsey v. 14, 5698
Delaware County Com'rs v. Sack-rider, (35 N. Y. 154) 1091, 1267	Dempster v. Chicago, (175 Ill. 378) 4426
Delaware, etc. Canal Co., <i>In re</i> , (8 N. Y. S. 352) 3989, 4117, 4436	Dempsey v. Newark, (53 N. J. L. 4) 426
Delaware, etc. Canal Co., <i>In re</i> , (60 Hun. N. Y. 204) 2960, 3932, 4091, 4503	Dempster v. United Traction Co., (205 Pa. 70) 3435
Delaware, etc. Canal Co. v. Buffalo, (56 N. Y. S. 976) 4027, 4348, 4391, 4424, 4507, 4508	Den v. Drummer, (30 N. J. L. 86) 5160, 5177
Delaware, etc. Canal Co. v. Buffalo, (167 N. Y. 589) 2980	Den v. Vreelandt, (7 N. J. L. 352) 683
Delaware, etc. Canal Co. v. Whitehall, (90 N. Y. 21) 3142	Densen v. Houghton, etc. Ry. Co., (150 Mich. 235) 1435
Delaware, etc. R. Co. v. Buffalo, (4 App. Div. N. Y. 562) 1999	Denehey v. Harrisburg, (3 Pears. Pa. 330) 3919
Delaware, etc. R. Co. v. Buffalo, (158 N. Y. 266) 2931, 2380	Denise v. Fairport, (32 N. Y. S. 97) 4372, 4373, 4523
Delaware, etc. R. Co. v. Buffalo, (158 N. Y. 478) 3776	Denison v. Columbus, (63 Fed. 775) 4933
Delaware, etc. R. Co. v. Buffalo, (33 N. Y. S. 510) 3419, 3533	Denison v. Foster, (Tex Civ. App. 23 S. W. 1052) 1092, 2606
Delaware, etc. R. Co. v. Buffalo, (65 Hun. N. Y. 454) 3501	Denison v. Foster, (30 Tex. 22) 4950
Delaware, etc. R. Co. v. Buffalo, (118 N. Y. S. 657) 3733, 3556	Denison v. Foster, (Tex. 37 S. W. 167) 4633
Delaware, etc. R. Co. v. Summit, (77 N. J. L. 438) 4223	Denison & P. Suburban Ry. Co. v. James, (20 Tex. Civ. App. 358) 1267, 4250
Delaware, etc. R. Co. v. Syracuse, (157 Fed. 700) 2930, 3278, 3342, 3343	Denman v. Broderick, (111 Cal. 26) 486
Delaware, etc. T. Co., <i>In re</i> , (224 Pa. 55) 2223	Denman v. Webster, (139 Cal. 452) 111
Delaware, etc. Tel. & Tel. Co. v. Delaware, (50 Fed. 677) 2583	Denman v. Webster, (Cal. 70 Pac. 1063) 5077
Delcambre v. Clere, (34 La. Ann. 1050) 2193	Dennehy v. Chicago, (120 Ill. 627) 2118, 2199, 2228, 2275, 2373
Delfosse v. Metropolitan Nat. Bank, (93 Ill. App. 123) 4763	Denning v. Moscow, (11 Ida. 415) 5231, 5222
Delger v. St. Paul, (14 Fed. 567) 5589	Denning v. Roome, (5 Wend. N. Y. 651) 1370
Dellone v. Long Branch, (55 N. J. L. 108) 2063	Denning v. Yount, (9 Kan. App. 708) 1731, 1732
Dell Rapids Mercantile Co. v. Dell Rapids, (11 S. D. 116) 2319, 2397, 2398, 5548	Denning v. Yount, (62 Kan. 217) 1792
Delphi v. Bowen, (138 Ind. 235) 5026	Denninger v. Pomona Recorders Court, (145 Cal. 629) 1897, 2290, 2437, 2442, 2706, 3709
	Denninger v. Pomona Recorders Court, (145 Cal. 638) 2317
	Dennis, <i>In re</i> , (22 Hun. N. Y. 607) 4481
	Dennis v. Elmira Heights, (70 N. Y. S. 312) 5710

TABLE OF CASES.

5871

(References are to Pages.)

Dennis, Long & Co. v. Louisville, (98 Ky. 67)	3089	Denver v. Girard, (21 Colo. 447) 1606, 1993, 2844, 2971, 2974, 2977	
Dennison v. Kansas City, (95 Mo. 416)	1704, 1712, 1721, 3988, 4291, 4292, 4304, 4305	Denver v. Hallett, (34 Colo. 393) 2477, 2479, 3888, 4618, 4840, 4925	
Dennison v. Miner, (Pa. 2 Atl. 561)	1856	Denver v. Hayes, (28 Colo. 110) 4662, 4664, 4925	
Dennison v. North Penn Iron Co., (22 Pa. Super. Ct. 219) 2033, 2034		Denver v. Hickey, (9 Colo. App. 187)	5623
Dennison School District v. Padden, (89 Pa. St. 395)	280	(200 Fed. 28)	4775
Denniston v. Clark, (125 Mass. 216)	2825	Denver v. Hindy, (40 Colo. 42) 4194	
Denny, <i>Ex parte</i> , (59 Tex. Cr. Rep. 579)	2203	Denver v. Home Savings Bank, Denver v. Hubbard, (17 Colo. App. 346)	2599, 2619, 2724, 2725, 3423, 3665, 3675, 4617, 4734
Denny v. Burlington, (155 N. C. 33)	5487, 5488	Denver v. Hubbard, (29 Colo. 529)	5741
Denny v. Spokane, (79 Fed. 719) 4189, 4723		Denver v. Hyatt, (28 Colo. 129) 5728	
Densmore v. Erie City, (7 Pa. Dist. Rep. 355)	2250	Denver v. Jacobson, (17 Colo. 497)	3264
Dent v. Taylor County, (45 W. Va. 750)	5305	Denver v. Johnson, (8 Colo. App. 384)	5766
Dent v. West Virginia, (129 U. S. 114)	1681, 2237	Denver v. Kennedy, (33 Colo. 80)	4020, 4342, 4379, 4383
Dent & Magruder v. State, (42 Ala. 514)	2381	Denver v. Kent, (1 Colo. 336) 5160	
Denton v. Atchison, (34 Kan. 438)	2699, 4144, 4145	Denver v. Knowles, (17 Colo. 204)	4336
Denton v. Jackson, (2 Johns Ch. N. Y. 320)	344, 1906, 2461	Denver v. Londoner, (33 Colo. 104)	4458, 4510, 4565
Denton v. Vann, (8 Cal. App. 677)	2119	Denver v. Magivney, (44 Colo. 157)	5687
Dentler v. State, (112 Ala. 70) 1546		Denver v. Maurer, (47 Colo. 209)	5394, 5398, 5411, 5496, 5545, 5601, 5743
Denver, <i>In re</i> , (18 Colo. 288) 603, 676		Denver v. Moewes, (15 Colo. App. 28)	5610
Denver v. Aaron, (6 Colo. App. 232)	5638	Denver v. Monroe, (121 Pac. 684)	5739
Denver v. Adams County, (33 Colo. 1)	305, 597	Denver v. Mullen, (7 Colo. 345) 1917, 1921, 1981, 2799, 3323, 5192	
Denver v. Baldasari, (15 Colo. App. 157)	5616	Denver v. Murray, (18 Colo. App. 142)	5728, 5757
Denver v. Bayer, (7 Colo. 113) 3531, 3608, 4222, 4244, 4250, 4268		Denver v. National Exchange Bank, (34 Colo. 387) 4195, 4196, 4635	
Denver v. Beede, (25 Colo. 172) 1724, 2447		Denver v. New York Trust Co., (187 Fed. 890)	3838
Denver v. Bonesteel, (30 Colo. 107)	4222	Denver v. Peterson, (5 Colo. App. 41)	5433, 5474, 5481
Denver v. Brown, (11 Colo. 337) 5225		Denver v. Porter, (126 Fed. 288) 5396, 5438, 5451	
Denver v. Campbell, (33 Colo. 162)	3941, 3977, 4288, 4457	Denver v. Rhodes, (9 Colo. 554) 4220, 4246, 4284, 5542, 5544	
Denver v. Capelli, (4 Colo. 25) 3037, 3063, 5529		Denver v. Rogers, (46 Colo. 479) 1902	
Denver v. Clements, (3 Colo. 472)	3196, 3299	Denver v. Sherret, (88 Fed. 226) 5637	
Denver v. Cochran, (17 Colo. App. 72)	5686	Denver v. Solomon, (2 Colo. App. 534)	5691
Denver v. Coulehan, (20 Colo. 471)	602, 603, 629, 677	Denver v. Spencer, (34 Colo. 270)	412, 2540, 5512
Denver v. Darrow, (13 Colo. 460) 1025, 1210, 1255		Denver v. Spokane Falls, (7 Wash. 226)	347, 351, 385
Denver v. Davis, (37 Colo. 370) 5398, 5402, 5405		Denver v. State Inv. Co., (49 Colo. 244)	4490
Denver v. Deane, (10 Colo. 375) 5723		Denver v. Stein, (25 Colo. 125) 5620, 5686	
Denver v. Denver City Cable R. Co., (22 Colo. 565)	3468	Denver v. Utzler, (38 Colo. 300)	5760, 5773, 5774
Denver v. Denver Union Water Co., (41 Colo. 77)	3697, 3699	Denver v. Vernia, (8 Colo. 399) 4229, 4231	
Denver v. Domedian, (15 Colo. App. 36)	2119	Denver v. Webber, (15 Colo. 511)	2593, 2619, 2735, 2743, 4617
Denver v. Dumars, (33 Colo. 94)	2690, 2701, 4307, 4434, 4435, 4436, 4452, 4461, 4462, 4522	Denver v. Williams, (12 Colo. 475)	5597
Denver v. Dunning, (33 Colo. 487)	3923, 4530	Denver Board of Public Works v. Hayden, (13 Colo. App. 36) 2783, 2796, 2797, 2798	
Denver v. Dunsmore, (7 Colo. 328)	5588, 5629	Denver Circle R. Co. v. Nestor, (10 Colo. 403)	2836, 3608, 3388
Denver v. Frueauff, (39 Colo. 20)	2117, 2255	Denver City R. Co. v. Denver, (21 Colo. 350)	1543, 3652
		Denver, etc. R. Co. v. Denver City R. Co., (2 Colo. 673) 516, 3368, 3385, 3388, 3389, 3422	

(References are to Pages.)

Denver, etc. R. Co. v. Domke, (11 Colo. 247)	3391, 3398
Denver, etc. R. Co. v. Hannegan, (48 Colo. 123)	3522, 3398, 3402, 3514, 3653
Denver, etc. Ry. Co. v. Olsen, (4 Colo. 339)	1732
Depere v. Hibbard, (104 Wis. 666)	5700, 5702
Department of Health v. Ebling Brewing Co., (78 N. Y. S. 11)	1967, 1969
Depere v. Bellevue, (31 Wis. 120)	699, 704
Derby v. Alling, (46 Conn. 410)	2474, 2970, 3306
Derby v. Modesto, (104 Cal. 515)	1495, 1516, 1519
Derby v. West Park Com'rs, (154 Ill. 213)	4436, 4440
Derges v. Chicago B. & Q. R. Co., (148 Ill. App. 639)	3537
Dern v. Salt Lake City R. Co., (19 Utah, 46)	3510
Desanta, Jr. et al., (8 Cal. App. 295)	1733
Desche v. Glea, (56 Md. 135)	2376
Deshong v. New York, (174 N. Y. 475)	2899
Des Moines v. Casady, (31 Ia. 570)	311, 1336, 4659
Des Moines v. Chicago, etc. R. Co., (41 Ia. 569)	1764, 3464
Des Moines v. Des Moines Waterworks Co., (95 Ia. 348)	3696
Des Moines v. Gilchrist, (67 Ia. 310)	2061, 2066, 3067
Des Moines v. Hall, (34 Ia. 234)	2320, 2327, 3236, 3237
Des Moines v. Harker, (34 Ia. 34)	366
Des Moines v. Hillia, (55 Ia. 643)	1481, 1759
Des Moines v. Hinkley, (62 Ia. 637)	5226
Des Moines v. Keller, (116 Ia. 643)	1437, 1604, 1611, 2041
Des Moines v. McHenry, (51 Ia. 710)	1140
Des Moines v. Welbach Street Ry. Co. v. Des Moines, (192 Fed. 193)	3733, 3742, 3743, 3751, 5762, 3764, 3767, 3793
Deskins v. Goss, (85 Mo. 485)	5087
Desmond v. Dunn, (55 Cal. 242)	202, 375, 311, 316
Desmond v. Jefferson, (19 Fed. 493)	3465, 3467, 4314, 4929, 4597
Desmond v. McCarthy, (17 Ia. 525)	1283
Despatch Line v. Bellamy Mfg. Co., (12 N. H. 205)	1297
Des Plaines v. Poyer, (123 Ill. 348)	1917, 1922
D'Esterre v. Brooklyn, (90 Fed. 586)	4783, 4806, 4834, 4862, 4875, 4882, 4894
D'Esterre v. New York, (104 Fed. 606)	709, 4834, 4835, 4926
Deters v. Renlok, (37 Mo. 537)	1781
Detroit v. Beckman, (34 Mich. 125)	3395, 5432, 5426
Detroit v. Beecher, (75 Mich. 454)	2941, 4055
Detroit v. Blackeby, (31 Mich. 84)	5382, 5394, 5399, 5432, 5477, 5593
Detroit v. Board of Water Com'rs, (108 Mich. 494)	3678
Detroit v. Brennan, (93 Mich. 338)	3092
Detroit v. Chaffee, (70 Mich. 30)	3923
Detroit v. Chapin, (113 Mich. 538)	4379
Detroit v. Corey, (9 Mich. 165)	3031, 3033, 3055, 5433, 5490, 5494
Detroit v. Daly, (68 Mich. 503)	3091, 4339, 4401, 4446
Detroit v. Detroit Citizens' St. Ry. Co., (184 U. S. 368)	3727, 3433, 3710, 3722
Detroit Citizens' St. R. Co. v. Detroit, (64 Fed. 628)	3475
Detroit v. Detroit City R. Co., (60 Fed. 161)	3491
Detroit v. Detroit City Ry., (56 Fed. 367)	782, 1643, 2004, 3777, 3565, 3566
Detroit v. Detroit Ry. Co., (76 Mich. 421)	3552, 5014
Detroit v. Detroit & H. Pl. Rd. Co., (43 Mich. 140)	3447, 3463
Detroit v. Detroit R. Co., (134 Mich. 11)	513
Detroit v. Detroit, etc. R. Co., (33 Mich. 173)	2814, 3200, 3220, 3238, 3310
Detroit v. Detroit United Ry. Co., (133 Mich. 608)	3925, 3928
Detroit v. Fort Wayne, etc. R. Co., (90 Mich. 546)	3532
Detroit v. Fort Wayne, etc. R. Co., (95 Mich. 456)	1410, 1545, 1546, 1606, 1744, 3536, 3705
Detroit v. Howmer, Clr. J., (79 Mich. 384)	1532, 2658, 2659, 2660, 2661, 2664, 3687, 3841, 3891, 5195
Detroit v. Judge of Recorder's Court, (112 Mich. 538)	4456
Detroit v. Kreemann, (79 Mich. 584)	4521
Detroit v. Lighting Commission of Detroit, (101 Mich. 362)	3907
Detroit v. Michigan Paving Co., (36 Mich. 335)	4136, 4156
Detroit v. Michigan Pav. Co., (38 Mich. 358)	5127
Detroit v. Moran, (44 Mich. 602)	3918
Detroit v. Moran, (44 Mich. 213)	1502, 1503
Detroit v. Mutual Gas Co., (42 Mich. 594)	3476
Detroit v. Myers, (152 Mich. 686)	2811
Detroit v. Park Commissioners, (44 Mich. 502)	206, 207, 506
Detroit v. Parker, (181 U. S. 399)	4322
Detroit v. Patten, (143 Mich. 243)	5035
Detroit v. Putnam, (45 Mich. 263)	2784, 5594, 5622
Detroit v. Redfield, (19 Mich. 376)	1146
Detroit v. Robinson, (38 Mich. 108)	2685, 2623

TABLE OF CASES.

5873

(References are to Pages.)

Detroit v. Robinson, (42 Mich. 198)	4117, 4198
Detroit v. Schmid, (8 Detroit Leg. N. 686)	403
Detroit v. Snyder, (156 Mich. 511)	4237
Detroit v. Wayne Circuit Judges, (128 Mich. 438)	4302
Detroit v. Weber, (29 Mich. 24)	1189, 1190
Detroit v. Whittemore, (27 Mich. 281)	1142
Detroit Advertiser, etc. Co. v. Detroit, (43 Mich. 116)	5145
Detroit Citizens' St. Ry. Co. v. Detroit, (64 Fed. 628)	516, 3401, 3483
Detroit Citizens' St. Ry. Co. v. Detroit Ry., (171 U. S. 48)	516, 3414, 3415, 3480, 3481
Detroit Citizens' St. Ry. Co. v. Detroit, (125 Mich. 673)	5012, 5017, 5029
Detroit City R. Co. v. Mills, (85 Mich. 634)	3617, 3620
Detroit Gas Co. v. Moreton Truck & Storage Co., (111 Mich. 401)	3581
Detroit, etc. R. Co. v. Detroit, (49 Mich. 47)	4503
Detroit, etc. Ry. Co. v. Detroit, (110 Mich. 384)	781, 782
Detroit, etc. R. Co. v. Grand Rapids, (106 Mich. 13)	4399
Detroit Free Press v. State Auditor, (47 Mich. 135)	2660, 2707
Detroit Real Estate L. Co. v. Frazer, (137 Mich. 108)	2983, 3006
Detroit Reduction Co. v. Blades, (143 Mich. 591)	2617, 4615
Detroit River Sav. Bank v. Detroit, (114 Mich. 81)	5033
Detroit United Ry. v. Board of State Tax Com'rs, (136 Mich. 96)	5005
Detwiler v. Lansing, (95 Mich. 484)	5629
Detwiler v. New York, (46 How. Pr. N. Y. 218)	2637
Deutsmann v. Kuntze, (147 Ia. 158)	2978
Devenish v. Spokane, (21 Wash. 77)	5729
Devers v. Howard, (88 Mo. App. 253)	4133
Devers v. Howard, (144 Mo. 671)	4206, 4210
Dever v. Humphrey, (68 Kan. 759)	1016, 1017
Dever v. Junction City, (45 Kan. 417)	4296, 4297
Dever v. Platt, (81 Kan. 200)	1015
Deverell v. Bauer, (41 App. Div. N. Y. 53)	2327
Devers v. New York City, (150 Pa. St. 208)	1114
Devin v. Belt, (70 Md. 352)	5293
Devine v. Cook, (84 Ill. 590)	304, 467, 472, 475, 477, 483
Devine v. Fond du Lac, (113 Wis. 61)	5751
Devine v. Lord, (175 Mass. 384)	3175
Devine v. National Wall Paper Co., (95 App. Div. N. Y. 194) ..	2907
Devine v. Sacramento County, (121 Cal. 670)	4926
Devlin v. Gallagher, (6 Daly, N. Y. 494)	1462
Devlin v. New York, (23 N. Y. S. 888)	5123, 5128
Devlin v. New York, (41 Hun, N. Y. 281)	1158
Devlin v. New York, (48 How. Pr. N. Y. 457)	4125
Devlin v. Philadelphia, (206 Pa. St. 518)	4241, 4259
Devlin v. Platt, (20 How. Pr. N. Y. 167)	1216
Devlin v. White, (27 R. I. 173)	1050, 1061
Devoe v. School Dist. No. 3, (77 Mich. 610)	5084
Devore's Appeal, (56 Pa. St. 163)	332, 615, 642, 643
Devoy v. New York, (39 Barb. N. Y. 169)	1153, 1155
Devoy v. New York, (36 N. Y. 449)	1790
Devron v. First Municipality, (4 La. Ann. 11)	5198
Dew v. Judges, etc., (3 Hen. and M. Va. 1)	721
Deweese v. Hutton, (144 Ind. 114)	5326
Dewey v. Des Moines, (101 Ia. 416)	3949, 4104, 4333, 4381, 4538
Dewey v. Des Moines, (173 U. S. 193)	4538
Dewey v. Detroit, (15 Mich. 307)	5723
Dewey Hotel Co. v. United States Electric Lighting Co., (17 App. D. C. 356)	5339
Dexter v. Boston, (176 Mass. 247)	4456, 4573
Dexter v. Cumberland, (17 R. I. 222)	5212
Dexter v. Gay, (115 Ga. 765)	572
Dexter v. Tree, (117 Ill. 532) ..	2793
Dexter & L. Plank, R. Co. v. Allen, (16 Barb. N. Y. 15) ..	1776, 1782
Dey v. Jersey City, (19 N. J. Eq. 412) ..	1267, 1395, 1504, 2609, 2611
Dey v. Lee, (4 Jones L. N. C. 238)	1345, 1347
Deyo v. Newburgh, (122 N. Y. S. 835)	3036, 3045
Deyo v. Otoe County, (37 Fed. 246)	4870, 4930
Deyoe v. Saratoga Springs, (1 Hun, N. Y. 341)	5482, 5634
Diamond v. Cain, (21 La. Ann. 309)	414
Diamond v. Kansas City, (120 Mo. App. 185)	5749
Diamond v. Lawrence County, (37 Pa. St. 353)	4933
Diamond v. Mankato, (89 Minn. 48)	2657, 2674, 2675, 3937, 3939, 3987, 4031, 4123
Diamond Jo Line Steamers v. Davenport, (114 Ia. 432) ..	3113, 3137
Diamond Match Co. v. New Haven, (55 Conn. 510)	5427
Diamond Match Co. v. Ontonagon, (72 Mich. 249) ..	3198, 3223, 3313
Diamond Match Co. v. Ontonagon, (140 Mich. 183)	4985
Diamond State Iron Co. v. Giles, (7 Houst. Del. 557)	2071
Diamond St., <i>in re</i> , (196 Pa. St. 254)	4317, 4322
Dibble v. New Haven, (56 Conn. 199)	2707
Dick v. Philadelphia, (197 Pa. St. 467)	4356, 4360
Dick v. Scarborough, (73 S. C. 150)	4650, 4669, 4818

(References are to Pages.)

Dick v. Toledo, (11 Ohio Ctr. Ct. Rep. 349)	4093	Dillingham v. Snow, (5 Mass. 547)	359, 856
Dick & Gannon v. Riddle, (139 Mo. App. 584)	4142	Dillingham v. Spartanburg, (75 S. C. 549)	2635, 2643, 2644, 2650
Dickerson v. Butler, (27 Mo. App. 9)	1027, 1124	Dillon v. Raleigh, (124 N. C. 184)	5484, 5774
Dickerson v. Detroit, (99 Mich. 498)	3213	Dilluvio v. New York, (132 N. Y. S. 531)	3811, 5440
Dickerson v. Franklin, (112 Ind. 178)	4394	Dilly v. Henderson, (Ia. 118 N. W. 750)	4297
Dickerson v. Okolona, (98 Ark. 206)	5398	Dime Deposit & Discount Bank v. Scranton, (208 Pa. 383)	4794, 4795
Dickerson v. Peters, (71 Pa. 53)	3919, 4106	Dime Sav. Institution v. Hoboken, (42 N. J. L. 283)	4196
Dickerson v. Spokane, (35 Wash. 414)	1085, 4186	Dimock v. Suffield, (30 Conn. 129)	1992
Dickey v. Chicago, (152 Ill. 468)	3984	Dimuria v. Seattle Transfer Co., (50 Wash. 633)	2967
Dickey v. Chicago, (179 Ill. 184)	4070	Dinan v. Superior Court, etc., (6 Cal. App. 217)	1207
Dickey v. Holmes, (109 Mo. App. 721)	1397, 3024, 4076, 4087	Dinehart v. La Fayette, (19 Wis. 677)	4963
Dickey v. Porter, (203 Mo. 1)	4075, 4485, 4553	Dingley v. Boston, (100 Mass. 544)	1963, 3166, 3168
Dickinson v. Arkansas City Imp. Co., (77 Ark. 570)	2939, 3227, 3229, 3312, 3313, 3341, 3347	Dingman v. Sapulpa, (27 Okla. 116)	3371, 4646
Dickinson v. Boston, (188 Mass. 595)	5436, 5517	Dingwall v. Detroit, (82 Mich. 568)	1287, 1298, 1312
Dickinson v. Branch Bank, (12 Ala. 54)	361	Dingwall v. Weld County, (19 Colo. 415)	3013
Dickinson v. Detroit, (111 Mich. 480)	4358, 4359	Dinsmore v. St. Louis, (192 Mo. 255)	5753
Dickinson v. Jersey City, (68 N. J. L. 99)	981, 1018	Dinsmore v. State, (61 Neb. 418)	429
Dickinson v. Poughkeepsie, (7 Hun, N. Y. 1)	2681, 2694	Dinwiddie v. Rushville, (37 Ind. 66)	1278
Dickinson v. Trenton, (35 N. J. Eq. 416)	4546	Directors of Muskingum County Infirmary v. Toledo, (15 Ohio St. 409)	706, 5168
Dickinson v. Worcester, (7 Allen, Mass. 19)	5570	Dist v. Longden, (148 Cal. 380)	5075
Dickinson v. Worcester, (138 Mass. 555)	2798, 4016	District Attorney, <i>In re</i> , (11 Phil. Pa. 645)	1003
Dickson v. Kewanee Electric L. & M. Co., (58 Ill. App. 379)	2921, 3401	District of Columbia v. Atchison, (31 App. D. C. 250)	4256
Dickson v. Missouri Pacific Ry. Co., (104 Mo. 491) ..	1821, 2097, 2099	District of Columbia v. Boswell, (6 App. D. C. 402) ..	5646, 5689, 5757
Dickson v. Racine, (61 Wis. 545) ..	4531	District of Columbia v. Brooke, (214 U. S. 138)	3037
Dickson v. Racine, (65 Wis. 306)	4385	District of Columbia v. Burgdorf, (6 App. Cas. D. C. 465)	3846
Dickson v. St. Paul, (97 Minn. 258)	4140, 4204	District of Columbia v. Camden Iron Works, (181 U. S. 453) ..	579
Dickson City, <i>In re</i> , (2 Lack. Leg. N. Pa. 131)	1123	District of Columbia v. Clephane, (2 Mackey D. C. 155)	4121
Diebold v. Kentucky Traction Co., (117 Ky. 146) ..	3438, 3614, 3631	District of Columbia v. Clephane, (110 U. S. 212)	4121
Dleckmann v. Sheboygan County, (89 Wis. 571)	4060	District of Columbia v. Cropley, (22 App. 232	2512, 5529, 5530
Defenderfer v. State, (13 Wyo. 387)	4857, 4812	District of Columbia v. Frazer, (21 App. Cas. D. C. 154) ..	5694, 5695, 5736
Defenderfer v. State, (14 Wyo. 302)	4806, 4827	District of Columbia v. Gray, (1 App. D. C. 500)	5540
Dehl, <i>In re</i> , (8 Cal. App. 51) ..	219	District of Columbia v. Gregory, (35 App. D. C. 271)	2255
Diehm v. Cincinnati, (25 Ohio St. 305)	5509	District of Columbia v. Haller, (4 App. D. C. 405)	5743
Dierks v. Com'rs of Highways, (142 Ill. 197)	3045, 3054, 5194	District of Columbia v. Hess, (35 App. D. C. 38)	3147
Dietrich v. New York City, (5 Hun, N. Y. 421)	5033	District of Columbia v. Johnson, (3 Mackey 120)	579, 2615
Dietz v. Neenah, (91 Wis. 442) ..	4344, 4527	District of Columbia v. Kraft, (35 App. D. C. 253)	2255
Diggins v. Hartshorne, (108 Cal. 154)	3926, 4149, 4481, 4553	District of Columbia v. Lyon, (161 U. S. 200)	4103
Diggs v. Lobsitz, (4 Okla. 232) ..	4765, 4766, 4773	District of Columbia v. Moulton, (15 App. D. C. 363)	5681
Dike v. Greene, (4 R. I. 285) ..	3831	District of Columbia v. Moulton, (182 U. S. 576)	5680
Dill v. Roberts, (30 Wis. 178) ..	1542, 4090	District of Columbia v. Robinson, (14 App. D. C. 512)	2825
Dillard v. Webb, (55 Ala. 468) ..	272		
Dillenbach v. Xenia, (41 Ohio St. 207)	3531, 4244, 4250		

TABLE OF CASES.

5875.

(References are to Pages.)

District of Columbia v. Saville, (1 Mac Arthur D. C. 581)	1460	Dodd v. State Board of Health, (67 N. J. 468)	1252
District of Columbia v. Waggonman, (15 D. C. Rep. 4 Mackey 328)	1571	Dodge v. Burlington, etc. R. Co., (34 Ia. 276)	1853
District of Columbia v. Washington, etc. R. R., (4 Mackey D. C. 214)	3460	Dodge v. Catskill, (66 N. Y. 648)	4949
District of Columbia v. Woodbury, (136 U. S. 450)	5638	Dodge v. Chandler, (96 U. S. 205)	4818, 4822
Dittmar v. New Braunfels, (20 Tex. Civ. App. 293)	3580	Dodge v. Chicago, (201 Ill. 68)	4057, 4058
Dittoe v. Davenport, (74 Ia. 66)	4434, 4445, 4501	Dodge v. Council Bluffs, (57 Ia. 560)	1729, 4296, 5349
Dively v. Cedar Falls, (27 Ia. 227)	3916, 4583	Dodge v. Granger, (17 R. I. 664)	5069
Dively v. Cedar Falls, (21 Ia. 565)	2301, 4583	Dodge v. Gridley, (10 Ohio, 173)	1419, 1433, 2057
Diveny v. Elmira, (51 N. Y. 506)	2301	Dodge v. Guildinger, (87 Neb. 349)	2199, 2282
Diver v. Keokuk Savings Bk., (126 Ia. 691)	2753, 4119	Dodge v. Hart, (113 Ia. 685)	2792, 2793, 3250
Division of Howard Court, <i>in re</i> , (15 Kan. 194)	468	Dodge v. Memphis, (51 Fed. 165)	4931
Dix v. Dummerston, (19 Vt. 262)	5152, 5156	Dodge v. Pennsylvania R. Co., (43 N. J. Eq. 351)	4801
Dixey v. Atlantic City, etc. Constr. Co., (71 N. J. L. 120)	2664, 2674, 4024	Dodge v. People, (113 Ill. 491)	362, 693
Dixon v. Allemand, (136 Ill. App. 449)	4225, 4255	Dodge v. Platt County, (16 Hun, N. Y. 285)	4885
Dixon v. Baker, (65 Ill. 518)	5538, 5542, 5572	Dodge v. Stacy, (39 Vt. 558) ..	3282
Dixon v. Detroit, (86 Mich. 516)	4150, 4523, 4560	Dodgeville v. Dodgeville E. L. & P. Co., (2 Wis. Ry. Com. Rep. 392)	3756
Dixon v. Field, (111 U. S. 83)	4808, 4820, 4889, 4890, 4892, 4894, 4904, 4913, 4915	Dodson v. Cincinnati, (34 Ohio St. 276)	3170
Dixon v. Greene, (76 Miss. 794)	2667	Dodson v. Fort Smith, (33 Ark. 508)	606, 614, 646, 658
Dixon v. Labry, (25 Ky. L. Rep. 1679)	4546	Dodsworth v. Cincinnati, (18 Ohio Cir. Ct. 288)	4353, 4380, 4416, 4465
Dixon v. Mayes, (72 Cal. 166)	5008, 5032	Dodwell v. Oxford, (2 Vent. K. B. 33)	1747
Dixon v. New York City, (63 N. Y. S. 794)	4638, 4747	Doe v. Naylor, (2 Black. Ind. 32)	1788
Dixon v. People, (163 Ill. 179)	1392	Doe v. Norton, (11 M. & W. 913)	568, 573
Dixon v. Washington, (4 Cranch C. C. 114)	1563	Doe v. Yates, (5 Barn & Ald. 544)	574
D. M. Goodwillie Co. v. Commonwealth Electric Co., (241 42)	3200	Doeg v. Cook, (126 Cal. 213) ..	1174
Doane v. Chicago City R. Co., (160 Ill. 23)	3436	Doering v. State, (49 Ind. 56) ..	5057
Doane v. Chittenden, (25 Ga. 103)	5019	Doggett v. Walter, (15 Fla. 355) ..	4962
Doane v. Lake St. El. R. Co., (165 Ill. 510)	3435, 3787	Doherty v. Ayer, (197 Mass. 241) ..	5648
Doane v. Omaha, (58 Neb. 815)	1741	Dolan v. Louisville, (142 Ky. 818) ..	5053
Dobbin v. San Antonio, (2 Posey Unrep. Cases, Texas, 708)	766, 2422	Dolan v. New York, (6 Hun, N. Y. 506)	408
Dobbins v. Board of Commissioners, (61 N. J. L. 659)	4460	Dolan v. New York, (62 N. Y. 472)	4526
Dobbins v. Cartersville, (73 Ga. 137)	5027	Dolan v. New York, (68 N. Y. 274)	1126
Dobbins v. Los Angeles, (195 U. S. 223)	1723, 2448	Dolan v. New York, (4 Abb. Pr. N. S. 397)	2648
Dobbins v. Los Angeles, (139 Cal. 179)	1642, 1890, 2085	Dolan v. Orange, (70 N. J. L. 106)	1014
Dobbins v. Northampton, (50 N. J. L. 496)	484	Dolan v. Rodgers, (149 N. Y. 489)	4122
Dobbs v. Buford, (123 Ga. 483)	923	Doland v. Clark, (143 Cal. 176)	4134, 4731
Dobler v. Warren, (174 Ill. 92)	4535	Dolese v. McDougall, (78 Ill. App. 629)	4013, 4188
Dobson v. Blackmore, (9 Ad. & El. N. S. 991)	1470	Dolinger v. Fishback, (12 Bush, Ky. 474)	1850
Dobson v. Philadelphia, (9 Pa. Dist. R. 139)	4276	Doll v. Crume, (41 Neb. 655)	4206, 4209
Dodd v. Consolidated Traction Co., (57 N. J. L. 482)	2867, 3473	Doll v. Devery, (27 Misc. Rep. N. Y. 149)	2546
Dodd v. Hartford, (25 Conn. 232)	5362	Doll v. State, (45 Ohio St. 445) ..	1204
Dodd v. Hecter & Sons, (136 Ky. 596)	4041, 4044, 4444	Dollahon v. Whittaker, (187 Ill. 84)	4988, 5361
		Dollar v. Allen-West, etc. Co., (78 Miss. 274)	5223
		Dollar Savings Bank v. Ridge, (183 Mo. 806)	1828, 4057, 4487
		Dollar Savings Bank v. Ridge, (62 Mo. App. 324)	4059
		Dollar Saving Bank v. Ridge, (79 Mo. App. 26)	1322

(References are to Pages.)

Dollman v. Moore, (70 Miss. 267)	265	Donovan v. McAlpin, (85 N. Y. 185)	985, 1165, 1173, 1196
Dolloff v. Ayer, (162 Mass. 569)	2754	Donovan v. New York, (33 N. Y. 291)	4023, 4104, 4125, 4129
Domer v. District of Columbia, (21 App. D. C. 284)	5636	Donovan v. Oswego, (86 N. Y. S. 155)	3584, 3987, 3849, 4275, 4525
Domestic Tel. & Tel. Co. v. Citizens' Tel. Co., (9 N. J. L. 210)	3394, 3408	Donovan v. Pennsylvania Co., (199 U. S. 279)	2871, 2940
Domingos v. Sacramento, (51 Cal. 608)	1102	Donovan v. Pennsylvania R. Co., (124 Fed. 1016)	2940
Donable's Adm'r v. Harrisonburg, (104 Va. 533)	782, 2463	Donovan v. Royal, (26 Tex. Civ. App. 248)	3045, 5562, 5565
Donaghy v. Macy, (167 Mass. 178)	1074	Donovan v. Springfield, (125 Mass. 371)	4268
Donahoe v. Kansas City, (136 Mo. 657)	1531, 3038, 3055, 3895, 5390, 5395, 5400, 5402, 5424, 5531, 5543, 5545	Donovan v. Vicksburg, (29 Miss. 247)	1552, 1612, 2053, 5222
Donahoe v. Richards, (38 Me. 376)	281, 5080	Doolan v. Manitowoc, (48 Wis. 312)	939, 1152
Donahue v. Cumberland, (25 R. I. 79)	1250, 1252	Dooley v. Kansas, (82 Mo. 444)	5386
Donahue v. Graham, (61 Cal. 276)	768, 1779, 1800	Dooley v. Meriden, (44 Conn. 117)	5694
Donahue v. Keeshan, (91 App. Div. N. Y. 602)	984	Dooley v. Sullivan, (112 Ind. 451)	2798, 5622, 5706, 5715
Donahue v. Keystone Gas Co., (181 N. Y. 313) 2853, 2861, 2862, 2869		Doolittle v. Broome, (18 N. Y. 155)	5343
Donahue v. Morgan, (24 Colo. 389)	3806	Dooly Block v. Salt Lake Rapid Transit Co., (9 Utah, 31) 3419, 3617	
Donahue v. Newburyport, (211 Mass. 561)	5644	Doon v. Cummins, (142 U. S. 366)	4696, 4721
Donahue v. Will, (100 Ill. 94)	1072, 1213	Doppas v. Cincinnati, (16 Ohio Cir. Ct. R. 183)	4464, 4519
Donaldson v. Boston, (16 Gray, Mass. 508)	5723	Doppas v. Cincinnati, etc. R. Co., (19 Ohio Cir. Ct. R. 582)	4278
Donaldsonville v. Ascension Parish Police Jury, (118 La. 16)	5010	Dorain v. Walters, (132 Ky. 54)	932, 934
Dondono v. Indianapolis, (44 Ind. App. 366)	5768	Doran v. Camden, (64 N. J. L. 666)	1747
Donelson v. Weakley, (3 Yerg. Tenn. 178)	2530	Doran v. De Long, (48 Mich. 552)	1031, 1033, 1212, 1349
Doniphan v. White, (110 Mo. App. 504)	2050, 2052	Doran v. Murphysboro, (225 Ill. 514)	4023
Donley v. Pittsburg, (147 Pa. St. 348)	4089, 4090	Dorathy v. Chicago, (53 Ill. 79)	1775, 4351
Donnaher v. State, (8 Smedes & M. Miss. 649)	2095	Dore v. Milwaukee, (42 Wis. 108)	2609, 4219, 4238
Donnelly, <i>In re</i> , (30 Kan. 424)	2416	Doremus v. Cameron, (49 N. J. Eq. 1)	4494, 5019
Donnelly v. Brooklyn, (7 N. Y. S. 49)	5134	Doremus v. Paterson, (63 N. J. Eq. 605)	5564
Donnelly v. Howard, (60 Cal. 291)	4466, 4502	Doremus v. Paterson, (73 N. J. Eq. 474)	5566, 5567
Donnelly v. Tripp, (12 R. I. 97)	5477	Dorey v. Boston, (146 Mass. 336)	1352, 3034, 3907
Donner v. Metropolitan St. R. Co., (133 Mo. App. 527)	3619	Doran v. Boston, (12 Allen. Mass. 223)	3897, 3898
Donoghue v. Philadelphia County, (2 Pa. 230)	5468	Dorland v. Bergson, (78 Cal. 637)	3962
Donoho v. Vulcan Iron Works, (75 Mo. 401)	5646	Dorland v. McGlynn, (47 Cal. 47)	4550
Donoho v. Vulcan Iron Works, (7 Mo. App. 447)	5642	Dorlon v. Brooklyn, (46 Barb. 604)	5483
Donohue, Appeal of, (169 Pa. 210)	3896	Dorman v. Lewiston, (81 Me. 411)	3911, 3979, 4031
Donohue v. St. Louis, etc. Ry. Co., (91 Mo. 357)	2097	Dorr v. Board of Levee Com'rs, (Miss. 28 So. 938)	3508
Donough v. Dewey, (82 Mich. 309)	1320, 1324	Dorrance St., <i>In re</i> , (4 R. I. 230)	4328
Donovan v. Allert, (11 N. D. 289)	2818, 3642, 3646	Dorrance v. Bristol Borough, (224 Pa. St. 464)	3405, 3802, 3821, 3823, 4696
Donovan v. Board of Education, (85 N. Y. 117)	5380	Dorrington v. Yuma, (8 Ariz. 4)	5281
Donovan v. Board of Education, (55 How. Pr. N. Y. 176)	5075	Dorsch v. Beaumont Glass Co., (74 Ohio St. 208)	2984
Donovan v. Board of Education, (55 How. Pr. N. Y. 176)	985	Dorsett v. Greencastle, (141 Ind. 38)	5642
Donovan v. Donovan, (236 Ill. 636)	1732, 1848, 4023	Dorsey v. Henderson, (148 N. C. 423)	4229
Donovan v. Huntington, (24 Ind. 321)	2427	Dorton v. Burks, (99 Mo. App. 165)	2053, 2054, 2057, 2411
		Doster v. Howe, (28 Kan. 353)	2594
		Dotey v. District of Columbia, (25 App. Cas. D. C. 232)	2797

TABLE OF CASES.

5877

(References are to Pages.)

Dotterer v. Bowe, (84 Ga. 769)	5223	Dove v. Numan, (62 Cal. 399)...	955
Dotton v. Albion, (50 Mich. 129)	5632, 5726	Dover v. Maine Water Co., (90 Me. 180)	5014
Doty v. Johnston, (84 Vt. 15)	3096	Dow v. Casey, (194 Mass. 48)...	1251
Doty v. Lyman, (166 Mass. 318)	1506, 4061	Dowd v. Chicopee, (116 Mass. 93)	5757
Doty v. Port Jervis, (52 N. Y. S. 57)	5063, 5400, 5494	Dowden v. State, (106 Ind. 157)	4551
Douat v. Beombay, (15 La. Ann. 377)	2136	Dowdney v. New York, (54 N. Y. 186)	4488
Dougherty v. Austin, (94 Cal. 601)	453, 850, 1154	Dowdy v. Wamble, (110 Mo. 280)	5220
Dougherty v. Coffin, (69 Cal. 454)	4521	Dowell v. Guthrie, (99 Mo. 653)	5643
Dougherty v. Downey, (1 Mo. 674)	1791	Dowlan v. Sibley County, (36 Minn. 430)	276
Dougherty v. Excelsior Springs, (110 Mo. App. 623)	1298	Dowling v. Adams, (108 Cal. XVII)	4171
Dougherty v. Foley, (82 Cal. 402)	2700	Dowling v. Conniff, (103 Cal. 75)	4466, 4522
Dougherty v. Henarie, (47 Cal. 90)	4550	Dowling v. Hibernia Savings, etc. Socy., (143 Cal. 425)	4027
Dougherty v. Hitchcock, (35 Cal. 512)	4129, 4479, 4972	Downend v. Kansas City, (156 Mo. 60)	3279, 3294, 5614
Dougherty v. Horseheads, (159 N. Y. 154)	2842, 5683	Downend v. Kansas City, (71 Mo. App. 529)	3340, 5615
Dougherty v. Miller, (86 Cal. 83)	4506	Downer v. Boston, (7 Cush. Mass. 277)	4385, 4394, 4458
Dougherty v. Nevada Bank, (81 Cal. 162)	4161	Downer v. St. Paul, etc. R. Co., (22 Minn. 251)	3198, 3199
Dougherty v. Norwood Bros., (196 Pa. St. 92)	4140	Downer v. St. Paul, etc. R. Co., (23 Minn. 271)	3204
Doughten v. Camden, (72 N. J. L. 451) ..	3847, 3925, 4374, 4465, 4513	Downes v. Dimock & Fink Co., (78 N. Y. S. 348)	3347
Doughty v. Hope, (3 Denio N. Y. 249) ..	4056, 4441, 4446, 4507, 4568	Downey v. New York, (54 N. Y. 186)	4490
Douglas v. Bolles, (94 U. S. 104)	4909	Downey v. People, (205 Ill. 230)	4520
Douglas v. Chatham, (41 Conn. 211)	4649	Downey v. State, (160 Ind. 578) ..	982, 1074, 1088, 1251
Douglas v. Craig, (4 Kan. App. 99)	4455, 4458	Downham v. Alexandria, (10 Wall. U. S. 173)	1680
Douglas v. Kansas City, (147 Mo. 428)	617, 2309, 5009, 5201, 5202	Downing v. Coatesville Borough, (214 Pa. 291)	3294, 5614
Douglas v. Lowell, (194 Mass. 268)	2754, 4128, 4145	Downing v. Des Moines, (124 Ia. 289)	3950, 3956, 4289, 4353
Douglas v. People, (225 Ill. 536)	2259	Downing v. Miltonvale, (36 Kan. 740)	1322, 1361, 1832, 1836, 1837, 2410, 2432
Douglasa, Appeal of, (118 Pa. St. 65)	894	Downing v. Rugar, (21 Wend. N. Y. 178)	1303, 1320
Douglass, <i>Ex parte</i> , (1 Utah. 108)	1867, 1873, 2446	Downingtown Gas & Water Co. v. Downingtown, (175 Pa. St. 841)	3803
Douglass, <i>In re</i> , (46 N. Y. 42) ..	1474	Downs v. Ansonia, (73 Conn. 83)	5570
Douglass, <i>In re</i> , (9 Abb. Pr. N. S. N. Y. 84)	3976, 3984	Downs v. High Point, (115 N. C. 182)	5448
Douglass v. Baker County, (23 Fla. 419)	1319	Downs v. New York, (75 App. Div. N. Y. 423)	1138
Douglass v. Belknap Springs Land Co., (76 N. H. 254, 1911. 81 Atl. 1086)	3237	Downs v. New York, (173 N. Y. 651)	1139
Douglas v. Chatham, (41 Conn. 211)	874	Downs v. Smyrna, (2 Pennew. Del. Rep. 132)	255, 358, 5178
Douglass v. Cincinnati, (29 Ohio St. 165)	4506	Downs v. Swann, (111 Md. 53)...	1898
Douglass v. Commonwealth, (108 Pa. St. 559)	2688, 2705, 2706	Downs v. Wyandotte, (48 Kan. 640)	4517
Douglass v. Commonwealth, (2 Rawle, Pa. 262) ..	1754, 2065, 2070	Dows v. Chicago, (11 Wall. U. S. 108)	4525, 5361, 5362, 5363, 5364
Douglass v. Essex County, (38 N. J. L. 214) ..	918, 1036, 1037, 1043	Dows v. Elmwood, (34 Fed. 114) ..	539, 4841, 4871
Douglass v. Harrisville, (9 W. Va. 162)	586, 589, 4959, 5364	Doyle v. Bradford, (90 Ill. 416) ..	357, 1813, 2435
Douglass v. Leavenworth, (6 Kan. App. 96)	2927, 3392	Doyle v. Continental Ins. Co., (94 U. S. 535)	1527
Douglass v. Montgomery, (118 Ala. 599)	2515, 3309, 5368	Doyle v. Lynn & Boston R. R., (118 Mass. 195)	5089
Douglass v. Placerville, (18 Cal. 643)	719, 787, 4970	Doyle v. People, (207 Ill. 75)...	2650
Douglass v. Virginia City, (5 Nev. 147)	4582, 4801	Doyle v. Raleigh, (89 N. C. 133) ..	944, 999, 1000
Douglass & Easton v. Branch Bank, (19 Ala. 659)	568	Doyle v. Sandpoint, (18 Idaho, 654)	5442
Douglasville v. Johns, (62 Ga. 423)	2118	Dozier v. Alabama, (218 U. S. 124)	2213
Doulon v. Clinton, (33 Ia. 397) ..	5686		

(References are to Pages.)

Drain v. St. Louis, etc. R. Co., (86 Mo. 574)	1821	Driscoll v. New Haven, (75 Conn. 92) 2514, 2512, 2521, 2169, 2175, 2176	2176
Drainage Com'rs, <i>in re</i> , (29 N. J. L. 433)	4286	Driscoll v. New York, (79 App. Div. N. Y. 52)	1153
Drainage Com'rs v. Griffin, (134 Ill. 330)	5210, 5244, 5247	Driscoll v. Smith, (184 Mass. 231)	2942
Drainage Com'rs v. Highway Com'rs, (320 Ill. 176)	4981	Driscoll v. Taunton, (160 Mass. 486)	4247, 4262
Drainage Com'rs v. Lewis, (101 Ill. App. 150)	2026	Drisko v. Columbia, (75 Mo. 72)	1275
Drainage District v. Big Lake Dist. v. Com'rs of Highways, (199 Ill. 132)	4541, 4556	Dritt v. Snodgrass, (66 Mo. 286)	1162, 5037
Drainage Dist. No. 1 v. Daudt, (74 Mo. App. 579)	2571	Drolesbaugh v. Hill, (64 Ohio St. 257)	1186
Drainage of Lands, <i>in re</i> , (35 N. J. L. 497)	4157, 4456	Drott v. Riverside, (4 Ohio Cir. Ct. 312)	1277
Drake, <i>in re</i> , (69 Hun. N. Y. 95)	4010, 4077	Drucker v. Manhattan R. Co., (106 N. Y. 157)	2625
Drake v. Berry, (43 N. J. L. 60)	2440	Drum St., <i>in re</i> , (4 Phila. Pa. 84)	2947, 2963
Drake v. Bosworth, (140 Mo. App. 37)	4262, 4270	Drummond v. Eau Claire, (86 Wis. 556)	4213
Drake v. Elizabeth, (69 N. J. L. 196)	2719	Drury v. Boston, (101 Mass. 439)	2151
Drake v. Grout, (31 Ind. App. 634)	4462	Drury v. Natick, (10 Allen, Mass. 169)	2499, 5102, 5103
Drake v. Hudson River, (7 Barb. N. Y. 503)	2226	Dry Dock, etc. R. Co. v. New York, (56 Barb. N. Y. 298)	2962
Drake v. Kansas City, (370)	5632, 5732	Dryden v. Swinburne, (20 W. Va. 89)	922
Drake v. Lowell, (12 M. 292)	1522, 5670	Dryer, <i>in re</i> , (52 Misc. Rep. N. Y. 612)	1094
Drake v. Phillips, (40)	4966	Duane v. Chicago, (193 Ill. 471) 2951, 4063, 4071, 4406	4406
Drake v. Seattle, (20 V. 10)	5716	Duane v. McDonald, (41 Conn. 517)	1025
Dranga v. Rowe, (127 Cal. 506)	5021	Duanesburgh v. Jenkins, (57 N. Y. 177) 533, 532, 572, 1540, 2964, 4270	4270
Draper v. Fall River, (185 Mass. 142)	2024, 2295, 2924	Duanesburgh v. Jenkins, (40 Barb. N. Y. 574)	4695, 4252, 4252
Draper v. Grime, (185 Mass. 142)	2930, 2927, 5255	Duanesburgh v. Jenkins, (46 Barb. N. Y. 294)	4608
Draper v. Springport, (104 U. S. 501)	579, 580, 531, 4842	Dubach v. Hannibal, etc. R. Co., (69 Mo. 422)	521, 2994, 2295, 2412
Dreake v. Beasley, (26 Ohio St. 215)	4452, 2819	Dubbert v. Cedar Falls, (149 Ia. 489)	2695, 4109, 4120
Dreher v. Yates, (43 N. J. L. 473)	1996, 2923	Dube v. Lewiston, (22 Me. 211)	5290
Drennen v. Griffin, (160 Ala. 241)	5244	Dube v. Peck, (22 R. I. 467)	2570
Dressman v. Farmers', etc. Nat. Bank, (100 Ky. 571)	4495	Dubois v. Augusta, (1 Dudley, Ga. 39)	792, 1922
Drew v. Bennett, (43 Ark. 264)	2275	Dubois v. Kingston, (102 N. Y. 219)	1994, 2242, 5678
Drew v. Butte, (44 Mont. 125)	5178	Dubois Board of Commissioners v. Wertz, (112 Ind. 268)	5122
Drew v. Geneva, (159 Ind. 364)	4110	Du Bois Cemetery Co. v. Griffin, (105 Pa. 21)	2249, 2252
Drew v. Geneva, (150 Ind. 663)	2230, 2257, 2941	Dubuque v. Benson, (22 Ia. 248)	3217, 3221
Drew v. Harlow, (49 J. P. 420)	522	Dubuque v. Harrison, (24 Ia. 183)	4561
Drew v. Morrill, (62 N. H. 28)	1032, 5022	Dubuque v. Illinois Cent. R. Co., (29 Ia. 56)	4971
Drew v. Westfield, (124 Mass. 461)	5556	Dubuque v. Maloney, (9 Ia. 450)	1986, 2226, 2292, 2902, 2945
Drexel, <i>in re</i> , (147 Cal. 762)	2255	Dubuque v. Miller, (11 Ia. 522)	2131, 2127
Drexel v. Lake, (127 Ill. 64)	2012, 2029, 4270, 4461	Dubuque v. Northwestern Life Ins. Co., (29 Ia. 9)	4094
Dreyer v. Pahse, (88 Fed. 978)	2447	Dubuque v. Robman, (1 Ia. 444)	2426
Dreyer v. People, (176 Ill. 590)	1201	Dubuque v. Stout, (22 Ia. 20)	1422, 4573
Dreyfus v. Boone, (38 Ark. 253)	1959, 1961	Dubuque v. Wooton, (28 Ia. 571)	1514, 1521, 4426
Dreyfus v. Lonergan, (73 Mo. App. 224)	1527, 5276, 5200	Dubuque District Township v. Dubuque, (7 Ia. 262) 762, 827, 5072	5072
Drew v. Altoona, (121 Pa. St. 461)	2762, 4627	Dubuque, etc. R. Co. v. Dubuque, (17 Ia. 120)	5004, 5011
Dries v. St. Joseph, (38 Mo. App. 811)	2850, 2955	Ducat v. Chicago, (48 Ill. 172)	2209
Driftwood Valley Turnpike Co. v. Bartholomew County, (72 Ind. 226)	2524	Duckett v. National Bank, (28 Md. 8)	4277
Driggs v. Phillips, (103 N. Y. 77)	2972, 5166	Duckwall v. New Albany, (25 Ind. 222)	226, 2201
Drinkwine v. Eau Claire, (82 Wis. 422)	5142		
Driscoll v. Howard, (63 Cal. 422)	4537		

TABLE OF CASES.

5879

(References are to Pages.)

Dudley v. Flemingsburg, (115 Ky. 5)	5663	Duluth v. Mallett (43 Minn. 204) 1985, 2087, 2089, 2094, 2396, 2413	
Dudley v. Frankfort, (12 B. Mon. Ky. 610)	1997	Duluth Terminal Ry. Co. v. Duluth, (113 Minn. 459)	3378
Dudley v. Grayson, (6 T. B. Monroe, Ky. 259)	1371	Dumars v. Denver, (16 Colo. App. 375) 1517, 1519, 1521, 3975, 4048	
Dudley v. Lake, (80 Fed. 672) 4876, 4915, 4936		Dumesnil v. Dupont, (18 B. Mon. Ky. 800)	2084
Dudley v. Superior Court, (13 Cal. App. 271)	430	Dumesnil v. Louisville, (4 Ky. L. Rep. 14)	5035
Dudley v. Weston, (1 Met. Mass. 477)	1372	Dumesnil v. Louisville, (2 Ky. Law Rep. 429)	5022
Duffey v. Presbyterian Congregation of Bellefont, (48 Pa. St. 46)	583	Dumesnil v. Louisville Art Stone Co., (109 Ky. 1)	4510
Duffield v. Williamsport School Dist., (162 Pa. St. 476)	1936	Dummer v. Jersey City, (20 N. J. L. 86)	3278, 3327
Duffy v. Baltimore, (Fed. Cas. No. 4,118)	5467	Dumore, Appeal of, (52 Pa. St. 374)	699
Duffy v. Dubuque, (63 Ia. 171)	5665	Dumphy v. Humboldt, (58 Ia. 273)	4607
Duffy v. New York, (133 N. Y. S. 974)	5685	Dunbar v. Alcalde, etc. of San Francisco, (1 Cal. 355) 1892, 5439, 5461, 5476	
Duffy v. Philadelphia, (42 Pa. 192)	5019	Dunbar v. Augusta, (90 Ga. 390) 1890, 5462	
Duffy v. Saginaw, (106 Mich. 335)	2671, 4465	Dunbar v. Boston, (112 Mass. 75)	5459
Dugan v. Baltimore, (70 Md. 1)	5184	Dunbar v. Frazer, (78 Ala. 538)	5293
Dugan v. Baltimore, (5 Gill. & J. Md. 357)	1439, 2131	Dunbar v. Old Colony Street R. Co., (188 Mass. 180)	3449, 3450
Dugan v. Farrier, (47 N. J. L. 383)	1286	Duncan v. Charleston, (60 S. C. 532)	2718, 4650, 4732
Dugas v. Donaldsonville, (33 La. Ann. 668)	4799	Duncan v. Coombs, (131 Ky. 380)	1181, 1182, 5316
Duggan v. Peabody, (187 Mass. 349)	5382, 5501	Duncan v. Labouisse, (9 La. Ann. 49)	2393
Duggan v. Peoria, etc. Ry. Co., (42 Ill. App. 536)	1420	Duncan v. Lawrence, (101 Ind. 403)	1352
Duggen v. McCruder, (Walk. Miss. 112)	2438	Duncan v. Louisville, (8 Bush. Ky. 98)	3149, 5286
Dugger v. Hicks, (11 Ind. App. 374)	4028, 4559	Duncan v. Lynchburg, (2 Va. Dec. 700) 760, 780, 1813, 1906, 2463, 2464	
Dugro, In re, (50 N. Y. 513)	2643	Duncan v. Lynchburg, (Va. 34 S. E. 964)	5565
Duhring's Appeal, (10 Phila. Pa. 181)	4318	Duncan v. Missouri, (152 U. S. 377)	1612
Duke v. Brown, (96 N. C. 127)	4935	Duncan v. Nassau E. R. Co., (111 N. Y. S. 210)	3620
Duke v. Harper, (66 Mo. 51)	86	Duncan v. Niles, (32 Ill. 532) ..	1176
Duke v. Williamsburg, (21 S. C. 414)	4870	Duncan v. Owensboro Water Co., (12 S. W. 557)	3597
Duke of Richmond v. Milnes' Exec., (17 La. Ann. 312)	2468	Duncan v. Ramish, (142 Cal. 685)	3974, 4168, 4257, 4273, 4392, 4403, 4522, 4560
Duker v. Barber Asphalt Pav. Co., (25 Ky. L. Rep. 135) 3946, 3954, 4287, 4394		Duncan v. State, (105 Ga. 457) ..	2262
Dulaney v. Figg, (123 Ky. 291) 3316, 4504		Duncan v. Toombsboro, (81 Ga. 353)	320, 321
Dulaney v. United Railways & Electric Co., (104 Md. 423) 2925, 3385, 3453		Duncombe v. Fort Dodge, (38 Ia. 281)	2616, 4624
Dullam v. Willson, (53 Mich. 392)	1212	Duncombe v. Prindle, (12 Ia. 1)	685
Dullanty v. Vaughn, (77 Wis. 38)	2735, 4088	Dundas v. Lansing, (75 Mich. 499)	5723, 5735
Duluth, Appeal of, (94 Minn. 95)	5144	Dundee Mortgage Trust Inv. Co. v. School Dist., (19 Fed. 359) ..	5365
Duluth v. Abbott, (117 Fed. 137)	2795	Dundy v. Richardson County, (8 Neb. 508)	302, 304, 447
Duluth v. Abrahamson, (96 Minn. 39)	1482	Dunham v. Hyde Park, (75 Ill. 371)	3121, 4289, 4292
Duluth v. Bloom, (55 Minn. 97)	2167, 2168, 2279	Dunham v. New Britain, (55 Conn. 378)	1724, 1907, 1925, 1962
Duluth v. Davidson, (97 Minn. 378)	4462	Dunham v. Opea, (3 Ohio Cir. Ct. R. 274)	4578
Duluth v. Dibblee, (62 Minn. 18)	4435, 4476	Dunham v. People, (96 Ill. 331) ..	4335
Duluth v. Duluth Gas & Water Co., (45 Minn. 210)	3516	Dunham v. Rackliff, (71 Me. 345) ..	2032
Duluth v. Duluth Telephone Co., (84 Minn. 486)	3381, 3495, 3535	Dunham v. Rochester, (5 Cow. N. Y. 462)	1583, 1597, 1826, 1942, 2144, 2198, 2261
Duluth v. Esterly, (115 Minn. 64, 131 N. W. 791)	2968	Duniway v. Portland, (47 Ore. 103)	1301, 1322, 4150, 4528
Duluth v. Krupp, (46 Minn. 435)	1322, 1361, 1484, 1744, 1833, 2146, 2229		

(References are to Pages.)

Dunker v. Stiefel, (57 Mo. App. 379)	3940, 4449
Dunkin v. Blust, (83 Neb. 80)	2476, 3888, 5359
Dunkin v. Hoquiam, (56 Wash. 47)	5758
Dunkirk v. Wallace, (19 Ind. App. 298)	4139, 4176, 4188
Dunkirk Land Co. v. Zehner, (35 Ind. App. 694)	4513
Dunlap v. Erie Water Com'rs, (151 Pa. St. 477)	477, 579, 2608
Dunlap v. Knapp, (14 Ohio St. 64)	1175
Dunlap v. Philadelphia, (13 W. N. C. Pa. 98)	2717
Dunleith v. Reynolds, (53 Ill. 45)	4999
Dunleith & D. Bridge Co. v. Du- buque, (32 Ia. 427)	5010
Dunn, <i>In re</i> , (9 Mo. App. 255)	1353, 1355, 1421
Dunn v. Austin, (77 Tex. 139)	1939
Dunn v. Barnwell, (43 S. C. 398)	5596, 5681
Dunn v. Burleigh, (62 Me. 24) ..	2364
Dunn v. Commonwealth, (105 Ky. 834)	1623, 2108
Dunn v. Court of County Reven- ues, (85 Ala. 144)	261, 428
Dunn v. Framingham, (132 Mass. 436)	4597
Dunn v. German Security Bank, (8 Ky. L. Rep. 777)	4568
Dunn v. Long Beach Land & Wa- ter Co., (114 Cal. 605)	5333
Dunn v. McNeely, (75 Mo. App. 217)	4142
Dunn v. New York, (126 N. Y. S. 61)	4182
Dunn v. Oelwein, (140 Ia. 423) ..	3293, 5614, 5687
Dunn v. Rector, etc., (14 Johns. N. Y. 118)	579
Dunn v. Tarentum Borough, (23 Pa. Super. Ct. 332)	4011, 4263
Dunne v. Kansas City Cable Ry. Co., (131 Mo. 1) ..	466, 473, 477, 482
Dunne v. New York, (116 App. Div. N. Y. 331)	1233
Dunne v. West Chicago Park Com'rs, (159 Ill. 60)	4440
Dunnell Mfg. Co. v. Newell, (15 R. I. 233)	5033, 5202
Dunning v. New Albany, etc. R. Co., (2 Ind. 437)	345
Dunnovan v. Green, (57 Ill. 63)	925, 4976
Dunstan v. Imperial Gas Light, etc. Co., (3 Barn & Ad. 125) ..	1473
Dunscomb v. Randolph, (107 Tenn. 23 Pickle, 89)	867
Dunston v. New York, (86 N. Y. S. 562)	5493, 5515, 5521
Dunton v. People, (36 Colo. 128)	917
Du Page v. Martin, (39 Ill. App. 298)	1379
Duperier v. Viator, (35 La. Ann. 957)	926
Dupont v. District of Columbia, (20 D. C. App. 477)	1957
Dupont v. Pittsburg, (69 Fed. 13)	4672, 4739
Dupont v. Port Chester, (204 N. Y. 351)	5701, 5702
Dupre v. Board of Police, (42 La. Ann. 802)	1707
Dupree v. Brunswick, (82 Ga. 727)	1893
Duquesne, <i>In re</i> , (147 Pa. St. 58)	334, 592, 631
Duquesne v. Keeler, (213 Pa. St. 518)	4048
Duquesne v. Kunze, (7 Pa. Super. Ct. 313)	4348
Durach's Appeal, (62 Pa. St. 491) ..	416, 417, 551, 2190, 2272, 2654, 4945
Durand v. Ansonia, (57 Conn. 70)	4066, 4218
Durango v. Davis, (13 Colo. App. 285)	3281
Durango v. Hampson, (29 Colo. 77)	1115, 1140, 1145
Durango v. Luttrell, (18 Colo. 123)	4240
Durango v. Penington, (8 Col. 257)	2571, 2608, 2740, 2743
Durango v. Reinsberg, (16 Colo. 327)	1423, 1818, 2326, 2428
Durant, <i>In re</i> , (60 Vt. 176)	2324
Durant v. Jersey City, (37 N. J. L. 271)	5038
Durant v. Jersey City, (25 N. J. L. 309)	844, 1361
Durant v. Kauffman, (34 Ia. 194)	619, 668, 5008
Durant v. Lexington Mining Co., (97 Mo. 62)	469
Durant v. Palmer, (29 N. J. L. 544)	5753
Duren v. Stephens, (126 Ga. 496) ..	2119
Duren v. Thomasville, (125 Ga. 1)	2364, 2441
Durgin v. Lowell, (3 Allen, Mass. 398)	5612
Durham v. Eno Cotton Mills, (144 N. C. 705)	3016, 3021
Durham v. Rigsbee, (141 N. C. 128)	3093
Durham v. Southern R. Co., (121 Fed. 894)	3224
Durham v. Spokane, (27 Wash. 615)	5124, 5397
Durkee v. Barre, (81 Vt. 530) ..	4380
Durkee v. Kenosha, (59 Wis. 123)	5395, 5459
Durkes v. Union, (38 N. J. L. 21)	5557, 5570
Durkin, <i>In re</i> , (10 Hun, N. Y. 269)	1523, 4049
Durkin v. New York, (131 N. Y. S. 275)	5504
Durkin v. New York, (49 Misc. Rep. N. Y. 114)	2766
Durr v. Howard, (6 Ark. 461)	2294, 2370
Durrell v. Dooner, (119 Cal. 411) ..	4407
Durrell v. Woodbury, (75 N. J. L. 939)	4500
Durrett v. Buxton, (63 Ark. 397) ..	4637
Duryea v. New York, (10 Daly N. Y. 300)	534, 5469
Duryea v. New York, (96 N. Y. 477)	1748
Dusenbury v. Newark, (25 N. J. Eq. 295)	5364
Dutchess Cotton Mfg. Co. v. Da- vis, (14 Johns. N. Y. 238)	357, 575
Dutchess County Mut. Ins. Co. v. Hatchfield, (73 N. Y. 226) ..	4866
Dutton v. Hanover, (42 Ohio St. 215)	319, 691, 4006, 5287
Du Toit v. Belview, (94 Minn. 128)	4583, 4739
Dutton v. Aurora, (114 Ill. 138)	1785, 1786, 3666, 3802, 3893, 4692, 4939
Dutton v. Knoxville, (121 Tenn. 25)	1420, 2137
Duval Co. v. Jacksonville, (36 Fla. 196)	2733
Duyckinck v. New York EL R. Co., (125 N. Y. 710)	2320

TABLE OF CASES.

5881

(References are to Pages.)

Dwight v. Hayes, (150 Ill. 273)
3046, 3047, 3053, 5194
Dwight v. Palmer, (74 Ill. 295)
1102, 1104, 2717, 2773
Dwight v. Springfield, (4 Gray,
Mass. 107) 4077, 4320, 4321
Dwight v. Springfield Center
Fire Dist., (11 Metc. Mass.
374) 5000
Dwyer v. Brenham, (65 Tex. 526)
4619, 2574
Dwyer v. Hackworth, (57 Tex.
245) 4815
Dwyer v. New York, (79 N. Y.
S. 17) 4181
Dwyer v. Salt Lake City, (19
Utah, 521) 5753
Dyer v. Baltimore, (140 Fed.
880) 882, 3125
Dyer v. Barstow, (50 Cal. 652) .. 4559
Dyer v. Brogan, (70 Cal. 136) .. 1378
Dyer v. Chase, (52 Cal. 440) 4466, 4545
Dyer v. Covington Tp., (19 Pa.
St. 200) 4773
Dyer v. Danbury, (85 Conn. 128)
5394, 5398, 5431, 5447, 5671
Dyer v. Erwin, (106 Ga. 845)
2631, 2661
Dyer v. Harrison, (63 Ill. 447) 4463
Dyer v. Hudson, (65 Cal. 374) .. 3960
Dyer v. Miller, (58 Cal. 585) .. 3987
Dyer v. Newport, (123 Ky.
203) 3668, 3805,
3855, 3857, 3873, 3917, 4984, 5355
Dyer v. North, (44 Cal. 157) .. 4552
Dyer v. Pixley, (44 Cal. 153) .. 4552
Dyer v. St. Louis, (11 Mo. App.
590) 4239
Dyer v. Scalminini, (69 Cal.
637) 4466
Dyer v. Woods, (166 Ind. 44)
3986, 4071, 4289, 4305
Dyer Street, *In re*, (11 R. I.
166) 1649, 4347
Dyker Meadow Land, etc. Co. v.
Cook, (38 N. Y. S. 222) 3983, 4417

E

Eachus v. Los Angeles, etc. R.
Co., (103 Cal. 614) 2993, 4241
Eachus v. Los Angeles, (130 Cal.
492) 4248, 4249
Eads v. Marshall, (Tex. 29 S. W.
170) 5767
Eager, *In re*, (46 N. Y. 100)
2643, 4086, 4100
Eagle v. Beard, (33 Ark. 497) .. 379
Eagle v. Kohn, (84 Ill. 292) 4936, 4850
Eagle Mfg. Co. v. Davenport, (101
Ia. 193) 4491, 4505
Eames v. Kellar, (92 N. Y. S.
665) 5175, 5370
Earl v. Board of Improvement,
(70 Ark. 211) 4000, 4523
Earl v. Bowden, (146 Cal. 754)
2612, 2613
Earl v. Cedar Rapids, (126 Ia.
361) 5691, 5708
Earl v. Duras, (13 Neb. 234) .. 5364
Earle v. New Brunswick, (38
N. J. L. 47) 3222
Earle v. Henrietta, (91 Tex. 301) 5020
Earle v. Latonia Agricultural
Assn., (32 Ky. L. Rep. 469) .. 2112
Earles v. Wells, (94 Wis. 285)
4722, 4737
Earley's Appeal, (103 Pa. 273) .. 2459
Earl v. Chicago, (136 Ill. 277)
2847, 2939, 3201, 3203, 3220
Earlville v. Radley, (141 Ill. App.
359) 1829, 1843

Earlville v. Radley, (237 Ill.
242) 780, 1325
Early v. State, (50 Tex. Cr. Rep.
344) 1013, 5052, 5058
Earnhart v. Lebanon, (5 Ohio
Cir. Ct. R. 578) 1791, 2304
Easby v. Philadelphia, (67 Pa.
St. 387) 1928, 1932
Easley v. Mo. Pac. R. R. Co.,
(113 Mo. 236) 2098
Easson v. Seattle, (32 Wash.
405) 1215
East Birmingham Realty Co. v.
Birmingham Machine & Foun-
dry Co., (160 Ala. 461)
3198, 3245, 3247, 3258, 3271
East Boyer Telephone Co. v.
Vail, (Ia. 1911, 129 N. W.
298) 3381
East Chicago Co. v. East Chica-
go, (171 Ind. 654)
780, 2456, 2467, 2511,
2512, 2515, 2516, 2539, 3322, 3338
East Dallas v. State, (73 Tex.
371) .. 609, 615, 621, 654, 5248
East Dubuque v. Brugger, (118
Ill. App. 421) 5694
East End St. R. Co. v. Doyle,
(88 Tenn. 747) 3616
East Eighteenth St., *In re*, (27 N.
Y. S. 591) 4424
East Grand Forks v. Luck, (97
Minn. 373) 1618, 3658, 3867
East Grant St., *In re*, (121 Pa. St.
596) 3916, 4322
East Hampton v. Bowman, (136
N. Y. 521) 2532
Easthampton v. Hill, (162 Mass.
302) 1989, 2805
East Hartford v. Hartford
Bridge Co., (10 How. U. S.
511) 508, 548, 896
East Jordan Lumber Co. v. East
Jordan, (100 Mich. 201) 4008, 4626
East Lincoln v. Davenport, (94
U. S. 801) 4649, 4935
East Louisiana R. Co. v. New
Orleans, (46 La. Ann. 526)
1643, 3397, 3519
East Moline v. Pope, (224 Ill.
386) 4725, 4728, 4925
East Montpelier v. Barre, (79
Vt. 542) 696
East Newark v. Jersey City, (68
N. J. Eq. 783) 3863
East Newark v. New York & N.
J. Water Supply Co., (67 N. J.
Eq. 265) 3680
East Nissouri v. Horseman, (16
Up. Can. Q. B. 576) 1323
East Oakland v. Skinner, (94 U.
S. 255) 873
East Ohio Gas Co. v. Akron, (81
Ohio St. 33) 3492, 3777
East One Hundred and Eighty
Second St., *In re*, (70 N. Y. S.
373) 4266
East One Hundred and Eighty
Seventh St., *In re*, (79 N. Y. S.
1031) 4231
East One Hundred and Fifty
Eighth St., *In re*, (80 N. Y. S.
594) 4467
East One Hundred and Seventy
Sixth St., *In re*, (83 N. Y. S.
433) 4420
East One Hundred and Sixty
Eighth St., *In re*, (157 N. Y.
409) 4363
East One Hundred and Sixty
Eighth St., *In re*, (52 N. Y. S.
588) 3003, 3011

(References are to Pages.)

East One Hundred and Thirty Sixth St., <i>In re</i> , (111 N. Y. S. 916)	4380	Est St. Louis v. Wiggins Ferry Co., (11 Ill. App. 254)	4277
East One Hundred and Thirty Third St., <i>In re</i> , (95 N. Y. S. 76)	4396	East St. Louis Gaslight & Coke Co. v. East St. Louis, (47 Ill. App. 411)	2765, 2766, 2767
East Orange v. Richardson, (71 N. J. L. 458) 1525, 2437, 2440,	2441	East St. Louis R. Co. v. Louisville & Nashville R. Co., (149 Fed. 159)	3392, 3393
East Orange Tp. v. Suburban E. L. & P. Co., (59 N. J. Eq. 563)	3542	East Street, <i>In re</i> , (210 Pa. St. 539)	4357
East Pennsylvania R. Co.'s Case, (1 Walk. Pa. 428)	5014	East Stroudsburg Borough, <i>In re</i> , (9 Pa. Co. Ct. Rep. 529)	575
East River Bridge Co., <i>In re</i> , (75 Hun, 119)	1907, 3918	East Syracuse, <i>In re</i> , (20 Abb. N. C. N. Y. 131)	3916
East River Bridge & C. I. Steam Transit Co., <i>In re</i> , (26 Hun, N. Y. 490)	3625	East Tennessee, etc. R. Co. v. Boardmann, (96 Ga. 356)	2948
East River Gas Light Co. v. Donnelly, (93 N. Y. 557)	1167, 2709, 4215	East Tennessee, etc. R. Co. v. Morristown, (Tenn. 35 S. W. 771)	5030
East Rome v. Loyd, (124 Ga. 852)	4262, 4270	East Tennessee Tel. Co. v. Anderson Co. Tel. Co., (22 Ky. L. Rep. 418)	1494
East St. Louis v. Albrecht, (150 Ill. 506) 1761, 1765, 4044, 4045,	4046	East Tennessee Tel. Co. v. Frankfort, (141 Ky. 588)	3366, 3479, 3498, 3512, 3568
East St. Louis v. Amy & Co., (120 U. S. 600)	1779, 4620	East Tennessee Tel. Co. v. Frankfort, (190 Fed. 346)	3369
East St. Louis v. Bux, (43 Ill. App. 276)	2392	East Tennessee Tel. Co. v. Russellville, (106 Ky. 667) ..	3378, 3390
East St. Louis v. Davis, (233 Ill. 553)	3978, 3980, 4010, 4018, 4020, 4078	East Tennessee University v. Knoxville, (6 Baxt. Tenn. 166) ..	254, 255, 723, 739, 802, 804, 1415, 4595, 4602, 4967 4969
East St. Louis v. Dougherty, (74 Ill. App. 490)	5755	Easterly v. Irwin, (99 Ia. 694) ..	5418, 5444, 5445, 5495
East St. Louis v. East St. Louis Gas Light & C. Co., (98 Ill. 415)	3671, 3684, 3685, 4634, 4731, 4734, 4738	Eastern Texas R. Co. v. Eddings (30 Tex. Civ. App. 170)	4268
East St. Louis v. Flannigan, (34 Ill. App. 596)	1181	Eastern Wisconsin R. etc. Co. v. Hackett, (135 Wis. 464) ..	1577, 1601, 2766, 3520, 3550
East St. Louis v. Flannigan, (26 Ill. App. 449)	1194	Eastern Wisconsin R., etc. Co. v. Winnebago Tr. Co., (126 Wis. 179)	3472
East St. Louis v. Gibbin, (3 Ill. App. 219)	5486, 5670	Eastman v. Chicago, (79 Ill. 178)	2168, 2279
East St. Louis v. Illinois Cent. R. Co., (238 Ill. 296)	4385	Eastman v. Curtis, (4 Vt. 616) ..	950
East St. Louis v. Kase, (9 Ill. App. 409)	1055, 1066, 1417	Eastman v. Meredith, (36 N. H. 284)	283, 5400, 5503
East St. Louis v. Lautz, (20 Ill. App. 644)	1185, 1189	Eastman v. Nashville, (13 Lea. Tenn. 717)	5121
East St. Louis v. Maxwell, (99 Ill. 439)	309, 4825	Eastman v. New York, (5 Robt. N. Y. 389)	5467
East St. Louis v. Murphy, (89 Ill. App. 22)	5492	Easton, <i>Ex parte</i> , (95 U. S. 68) ..	891
East St. Louis v. New Brighton, (34 Ill. App. 494)	5193	Easton, v. Covey, (74 Md. 262) ..	1901, 2063, 2064, 2074, 2075.
East St. Louis v. O'Flynn, (119 Ill. 200)	2992, 3001	Easton v. Kemmerer, (13 Pa. Co. Ct. Rep. 522)	2225
East St. Louis v. People, (124 Ill. 655)	4620, 4691, 4989	Easton City v. Easton Beef Co., (5 Pa. Co. Ct. R. 68)	2223
East St. Louis v. Renshaw, (153 Ill. 491)	1189	Easton, etc. R. Co. v. Central Railway Co., (52 N. J. L. 267) ..	532
East St. Louis v. St. John, (47 Ill. 463)	3083	Easton, etc. R. Co. v. Easton, (133 Pa. St. 505)	1999, 3514
East St. Louis v. Thomas, (11 Ill. App. 283) ..	846, 1009, 1090, 2604	Easton, etc. R. Co. v. Greenwich, (25 N. J. Eq. 565) 1998, 5198, ..	5199
East St. Louis v. Trustees of Schools, (102 Ill. 489)	2272	Eaton v. Burke, (66 N. H. 306) ..	972, 1006
East St. Louis v. Underwood, (105 Ill. 308)	5283, 5296	Eaton v. Chesebrough, (32 Mich. 214)	5013
East St. Louis v. United States, (110 U. S. 321)	829, 4923	Eaton v. Crips, (94 Ia. 176)	1850
East St. Louis v. United States, (120 U. S. 600)	4989	Eaton v. Griffith, (132 Ga. 793) ..	3073
East St. Louis v. Wehrung, (46 Ill. 392)	2148, 2191, 2203, 2208, 2217, 2227	Eaton v. Fairbury Waterworks Co. (37 Neb. 546)	3599
Est St. Louis v. Wehrung, (50 Ill. 28)	821, 851, 5295	Eaton v. Kegan, (114 Mass. 438) ..	2155
East St. Louis v. Wider, (46 Ill. 351)	5295	Eaton v. Manitowoc County, (44 Wis. 489)	262
		Eaton v. Mimnaugh, (43 Ore. 465)	4705
		Eaton v. Monroe, (63 Mich. 525) ..	4204
		Eaton v. People, (46 Colo. 361) ..	2145
		Eaton v. Welser, (12 Idaho, 544) ..	5505, 5512, 5517

TABLE OF CASES.

5883

(References are to Pages.)

Eaton Rapids v. Hought, (63 Mich. 371)	4628	Edgar v. Pittsburg, (114 Fed. 586)	4017
Eau Claire v. Eau Claire Water Co. (137 Wis. 517) ..	3827, 3832	Edgar v. Salisbury, (17 Mo. 271) ..	955
8834, 8835, 4725, 4725, 4743, 4744, ..	4745	Edgar v. State, (45 Ark. 356) ..	2397
Eau Claire v. Matzke, (86 Wis. 291)	2003, 2933, 5160	Edgecomb v. Lewiston, (71 Me. 343)	987, 1118, 1140
Eau Claire Water Co. v. Eau Claire (127 Wis. 154)	3839	Edgecumbe v. Burlington, (46 Vt. 218)	3114
Eau Claire Water Co. v. Eau Claire (132 Wis. 411) ..	3827, 3829	Edgerly v. Concord, (62 N. H. 8) ..	206, 5405, 5521
Eaves, <i>In re</i> (30 Fed. 21)	1067	Edgerly v. Emerson, (23 N. H. 555)	1804
Ebensburg v. Little, (28 Pa. Super. Ct. 469)	4517	Edgerton v. Goldsboro Water Co. (126 N. C. 93) ..	4096, 4951, 4955, 4965
Eberhart v. Chicago etc. R. Co. (70 Ill. 347)	4267	Edgerton v. Green Cove Springs (19 Fla. 140)	4336
Eberle v. St. Louis Public Schools, (11 Mo. 247)	2301	Edgerton v. New Orleans, (1 La. Ann. 435)	2552, 2553
Eberlin v. Mobile, (30 Ala. 548) ..	2334	Edgerton v. New York, (27 Fed. 230)	5500
Ebert v. Hanneman, (125 N. Y. S. 237)	2884	Edgewood Borough, <i>In re</i> , (130 Pa. St. 348)	323, 326, 641
Eble v. State, (77 Kan. 179) ..	2971, 5166	Edgewood v. Scott (29 Pa. Super. Ct. 156)	2834
Echols, <i>Ex parte</i> , (39 Ala. 698) ..	1289	Edgeworth, <i>In re</i> (25 Pa. Super. Ct. 554)	328
Echols v. State, (56 Ala. 131) ..	1030, 5243	Edina v. Brown, (19 Mo. App. 672)	970, 2293
Echols v. State, (12 Tex. App. 615)	2414	Edison Electric L. & P. Co. v. Blomquist, (135 Fed. 615) ..	2806, 2921, 2922
Eckerson v. Des Moines, (137 Iowa, 452)	299, 314, 340, 432	Edison Electric L. & P. Co., v. Blomquist, (110 Minn. 163) ..	852, 2919
Eckerson v. Haverstraw, (39 N. Y. 635)	3314	Edison Electric Co. v. Pasadena, (178 Fed. 425) ..	2588, 2621, 3677, 3684
Eckerson v. New York, (80 N. Y. S. 168)	1159, 1163	Edison Electric Light etc. Co. v. Merchants etc. E. L. etc. Co. (200 Pa. 209)	3525
Eckert v. New York, (69 N. Y. S. 124)	5676	Edison General Electric Co. v. Cincinnati, (Forb. R. Ohio 304) ..	3394
Eckert v. Walnut, (117 Ia. 629) ..	4044, 4046, 4242	Edison Electric Illuminating Co. v. Hooper, (85 Md. 110) ..	3377
Economic Power and Const. Co. v. Buffalo, (59 N. Y. Misc. 571)	515, 518	Edminson v. Abilene, (7 Kan. App. 305)	4850, 4878
Economides v. Hinrichs, (48 La. Ann. 370)	2138	Edmonds v. Herbrandson, (2 N. D. 270)	431, 466
Economopoulos v. Bingham, (109 N. Y. S. 728)	2270	Edmonds v. Watermen, (1 Jur. N. S. 727)	1415, 1743
Ecorse v. Jackson, etc. Ry., (153 Mich. 393)	3608, 3617	Edmondson v. Memphis Board of Education, (108 Tenn. 557) ..	424, 530, 798
Ecroyd v. Coggeshall, (21 R. I. 1)	2486, 4650, 5177, 5333, 5370	Edmondson v. Moberly, (98 Mo. 523)	3051
E. D. & A. L. Stone Co. v. Reilly, (158 Cal. 466)	678, 703	Edmunds v. Gookins, (20 Ind. 477)	659
Eddleston v. Barnes, (1 Ex. Div. Law Rep. 67)	2405	Edmunds v. Gookins, (24 Ind. 169)	622
Eddy v. Board of Health, (10 Phila. Pa. 94)	1936	Edmundson v. Independent School Dist. (98 Ia. 639) ..	4719
Eddy v. Ellicottville, (54 N. Y. S. 800)	5455	Edsall v. Jersey Shore Borough, (220 Pa. 591)	1266
Eddy v. Granger, (19 R. I. 105) ..	2845	Edson v. Olathe (81 Kan. 328) ..	3502, 5399, 5407, 5419, 5422
Eddy v. Morgan, (216 Ill. 437) ..	1097	Edson v. Olathe, (82 Kan. 4) ..	5399
Eddy v. Omaha, (72 Neb. 550) ..	3953, 4520	Edward C. Jones Co. v. Board of Education, (51 N. Y. S. 950) ..	4881
Eddy v. People, (218 Ill. 611) ..	1093	Edward C. Jones Co. v. Guttenberg, (66 N. J. L. 659) ..	2728, 4802, 4926, 5266
Eddy v. People, (127 Ill. 428) ..	4830	Edwards v. Atlanta, (124 Ga. 78) ..	2384, 2385
Eddy v. San Francisco, (162 Fed. 441)	4797	Edwards v. Bates County, (117 Fed. 526)	4874
Eddy v. Wilson, (43 Vt. 362) ..	1373	Edwards v. Bates County, (99 Fed. 905)	4929
Eddy Valve Co. v. Crown Point (166 Ind. 613) ..	3804, 4718, 4776, 4777	Edwards v. Bates County, (163 U. S. 269)	4804
Eddystone Borough, <i>In re</i> (3 Del. Co. Ct. Rep. 541)	337	Edwards v. Berlin, (123 Cal. 544) ..	2683, 4162
Ede v. Coggsell (79 Cal. 278) ..	3905, 4125, 4161	Edwards v. Cedar Rapids, (138 Ia. 421)	5722
Ede v. Knight (93 Cal. 159) ..	4043, 4161, 4480, 4510, 4545		
Eden v. People, (161 Ill. 296) ..	2654		
Eden Musee Am. Co. v. Bingham, (110 N. Y. S. 210)	5061		
Edenton v. Capeheart, (71 N. C. 156)	1433, 1620, 2211		
Edenton v. Wool, (65 N. C. 379) ..	2296		
Edey v. Shreveport, (26 La. Ann. 636)	2520		

(References are to Pages.)

Edwards v. Cheyenne (19 Wyo. 111)	3124, 3129	Ehmen v. Gothenberg, (50 Neb. 715)	2584, 3197
Edwards v. Chicago (140 Ill. 440)	4395	Ehni v. Columbus, (2 Ohio C. Dec. 283)	1649
Edwards v. Cooper, (168 Ind. 54)	3958, 4426	Ehret v. Camden & T. R. Co. (61 N. J. Eq. 171)	3617
Edwards v. Ferguson, (73 Mo. 686)	1168, 1198	Ehrgott v. New York, (96 N. Y. 264)	412, 660, 5512, 5765
Edwards v. Jennings, (89 Tex. 618)	3413	Ehrhardt v. Seattle, (33 Wash. 664)	1403, 5129, 5131
Edwards v. Kearzey, (96 U. S. 595) 541, 1636, 1649, 1651, 1656, 1660		E. H. Rollins & Sons v. Grand County, (199 Fed. 71)	4768, 4771, 4778
Edwards v. Kirkwood, (147 Mo. App. 599)	840, 1083, 1091, 1175, 1176, 2588, 2604, 2732	E. H. Rollins & Sons v. Gunnison County, (80 Fed. 692)	4873
Edwards v. McCellan, (118 N. Y. S. 181)	5061	Eichel v. Zimmerman, (17 Phila. Pa. 290)	2065
Edwards v. Milledgeville Water Co. (116 Ga. 201)	3783	Eichels v. Evansville St. Ry. Co. (78 Ind. 261)	379, 497, 3389, 3398, 3399, 3615
Edwards v. Ocala (58 Fla. 217)	3916, 4336	Eichenlaub v. St. Joseph, (113 Mo. 395)	1401, 1499, 1839, 1840, 1845, 2077, 2078, 2214
Edwards v. People, (88 Ill. 340)	4984	Eichman v. Buchheit, (128 Wis. 385)	2031, 2037
Edwards v. Pittsburg Junction R. Co., (215 Pa. 597)	2949, 3504	Eidemiller v. Tacoma, (14 Wash. 376)	1156, 1653, 1781, 4769
Edwards v. Pocahontas, (47 Fed. 268)	5067, 5454	Eidge v. Bessmer, (164 Ala. 599)	1894, 1896, 2123
Edwards v. Raleigh, (150 N. C. 276)	5692	E. I. Dupont, etc. Co. v. Culgin-Pace Contracting Co. (206 Mass. 585)	4165, 4207
Edwards v. Stonington Cemetery Ass'n, (20 Conn. 466)	3113	Eiermann v. Milwaukee, (142 Wis. 606)	4116, 4152, 4380
Edwards v. Swelgert (15 Cal. App. 503)	5055	Elfert v. Ceneral Covington, (91 Ky. 194)	5009
Edwards v. Three Rivers, (102 Mich. 153)	5759	Eight Hour Law, <i>In re</i> , (21 Colo. 29)	1602
Edwards v. United States, (103 U. S. 471)	1035, 1077, 1081	Eightleth Street, <i>In re</i> , (17 Abb. Pr. 324)	4533
Edwards v. Vandemack, (13 Ill. 633)	2426	Eitel v. State, (33 Ind. 201)	436
Edwards v. Watertown, (61 How. Pr. N. Y. 463)	852	E. J. Myer & Co. v. Jordan, (123 Ga. 699)	4975
Edwards v. Watertown, (24 Hun, N. Y. 426)	1352	E. K. Jones & Co. v. Portland, (35 Ore. 512)	4766
Edwards v. Wilkes County, (70 N. C. 571)	4974	Elam v. Mt. Sterling, (132 Ky. 657)	5601, 5681, 5682, 5707
Edwards etc. Const. Co. v. Jasper County (117 Ia. 365) ..	4417, 4523	Elba, <i>In re</i> , (30 Hun. N. Y. 548)	323, 330
Edwards Hotel & City R. Co. v. Jackson, (96 Miss. 547)	2727, 4397, 4426	Elder, <i>In re</i> , (103 N. Y. S. 617)	1253
Edwards House Co. v. Jackson (91 Miss. 429) 3957, 4006, 4337, 4348		Elder v. Bemis, (1 Metc. Mass. 599)	5392
Edwardsville v. Barnsback, (66 Ill. App. 381)	3219, 3268	Elder v. Cassilly (21 Ky. L. Rep. 1274)	4123, 4411
Edwardsville v. Madison County, (251 Ill. 265)	3145	Elder v. Franklin, (42 Kan. 652)	2820, 3320, 3336
Eel River Drainage Ass'n v. Topp, (16 Ind. 242)	4480	Elder v. Long Island Electric R. Co. (51 N. Y. S. 186)	2952, 3435
Eels v. American T. & T. Co., (65 Hun, N. Y. 516)	2842	Eldora v. Burlingame, (62 Ia. 32)	1361, 1367, 1747, 1749, 1836, 2389
Miss. 523)	5267	El Dorado v. Beardsley, (53 Kan. 363)	1489, 2416
Effingham v. Hamilton, (68 Miss. 523)	5267	El Dorado v. Ritchie Grocery Co. (84 Ark. 52)	2970, 5165, 5166
Effingham v. Surrells, (77 Ill. App. 460)	5577	El Dorado County v. Meiss, (100 Cal. 268)	2191, 2241
Egan v. Chicago, (5 Ill. App. 70)	1086, 1402	Eldridge v. Binghampton, (120 N. Y. 309)	3168
Egan v. Court, (3 Har. & McH. Md. 169)	2266	Electric Appliance Co. v. United States Fid. & G. Co. (110 Wis. 434)	4210
Egan v. St. Paul, (57 Minn. 1)	1051	Electric City Ry. Co. v. Niagara Falls, (95 N. Y. S. 73) ..	3418, 3526
Egbert v. Lake Shore & M. S. Ry. Co. (6 Ind. App. 350)	3961	Electric Const. Co. v. Heffernan, (12 N. Y. S. 336)	2000
Ege v. Phoenix Brick etc. Co. (118 Mo. App. 630)	5486, 5487, 5492, 5493	Electric Light etc., Co. v. San Bernardino, (100 Cal. 348)	2636
Egger v. Stine, (12 Pa. Co. Ct. Rep. 316)	1560	Electric Imp. Co. v. San Francisco, (45 Fed. 593)	2012
Eggleston v. Scheibel, (112 N. Y. S. 114)	2146	Elgin v. Eaton (83 Ill. 535)	4241, 4267, 5189
Eggleston v. Charleston, (1 Mill's Const. Rep. S. C. 45)	2288	Elgin v. Goff, (38 Ill. App. 362)	5478
Egypt Street, <i>In re</i> , (2 Grant Cas. Pa. 455)	660, 3926		
Ehle, <i>In re</i> , (68 Minn. 297)	3075		

TABLE OF CASES.

5885

(References are to Pages.)

Elgin v. Joslyn (36 Ill. App. 301)	4184	Elis, Appeal of, (37 W. N. C. 204)	339
Elgin v. Kimball, (90 Ill. 356) ..	5577	Ellis, <i>Ex parte</i> , (54 Cal. 204)	1555, 2418
Elgin v. Plainview, (36 Minn. 517)	4650	Ellis, <i>Ex parte</i> , (Tex. Cr. App., 47 S. W. 1117)	1871
Elgin v. Thompson, (98 Ill. App. 358)	5682, 5707	Ellis v. Cleburne (Tex. 35 S. W. 495)	1537, 4107, 4108, 4125, 4132
Elias v. Rochester, (68 N. Y. S. 712)	5724	Ellis v. Com'rs of San Francisco, (38 Cal. 629)	2512
Elias v. Sutherland, (18 Abb. N. C. N. Y. 126)	2961	Ellis v. Iowa City, (29 Ia. 229)	4242, 5574
Eliaison v. Coleman, (86 N. C. 235)	938	Ellis v. Kansas City etc. Co., (63 Mo. 131)	1956
Elizabeth Com'rs <i>In re</i> , (49 N. J. L. 488)	4506	Ellis v. Kearney, (80 Neb. 51) ..	5583
Elizabeth v. Banks, (150 N. C. 407)	3390, 3396, 3401	Ellis v. Lemmon, (86 Mich. 468) ..	974, 1001
Elizabeth v. Durning, (58 N. J. L. 554)	2192	Ellis v. Lewiston, (89 Me. 60) ..	5683
Elizabeth v. Fitzgerald, (114 Fed. 547)	4172	Ellis v. Lowville, (7 Lans. N. Y. 434)	4011
Elizabeth v. Geneva, The, (3 Lanc. Law Rev. 134)	889	Ellis v. New York, (1 Daly, N. Y. 102)	2637, 2642, 3906, 4108
Elizabeth v. Meeker, (45 N. J. L. 157)	4534	Ellis v. Paige, (1 Pick. Mass. 43) ..	1794
Elizabethtown v. Brockville, (10 Ont. Rep. 372)	1907	Ellis v. Pratt, (111 Ala. 629) ..	2554
Elizabethtown v. Hardin County (Ky. 1877)	5291	Ellis v. St. Louis etc. R. Co., (131 Mo. App. 395)	2951, 2956
Elizabethtown v. Lefler, (23 Ill. 90)	1473, 1515, 1836, 2383, 2410	Ellis v. Sharp, (42 Hun, N. Y. 179)	5086
Elizabethtown etc. R. Co. v. Combs, (10 Bush, Ky. 382)	3265	Ellis v. Tulare County, (112 Cal. XVII)	1141
Elizabethtown etc. R. Co. v. Elizabethtown, (12 Bush, Ky. 233)	5004, 5010, 5037	Ellis v. United States, (206 U. S. 246)	2178
Elk Point v. Vaughn, (1 Dak. 113) 1748, 1806, 1865, 1873, 2377, ..	2403	Ellis v. Washoe Co., (7 Nev. 291) ..	2594
Elkhardt v. Lipschitz, (164 Ind. 671)	781, 786, 1906, 1945, 2298	Ellis v. Witmer, (134 Cal. 249) ..	2668, 4567
Elkhart v. Calvert, (126 Ind. 6) ..	2335	Ellis v. Workman, (144 Cal. 113) ..	1720
Elkhart v. Ritter, (66 Ind. 136) ..	5633	Ellison v. Allen, (30 N. Y. S. 441) ..	2002, 2866
Elkhart v. Wickwire (121 Ind. 331)	3939, 4056, 4348, 4351, 5749	Ellison v. Lindford, (7 Utah, 166) ..	5009
Elkins v. State, (13 Ga. 435)	2337	Ellison v. Louisville, (17 Ky. L. Rep. 593)	2005, 2934, 5198
Ellensburg Water Supply Co. v. Ellensburg (13 Wash. 554) ..	3680	Ellison v. Raleigh, (89 N. C. 125) ..	1025, 1220
Ellerman v. McMains, (30 La. Ann. 190)	507, 540, 889, 890	Ellison v. Stevenson, (6 Mon. Ky. 271)	949
Ellingson v. Chicago & A Ry. Co. (60 Mo. App. 679)	5307	Ellison v. Washington Comrs., (5 Jones' Eq. N. C. 57)	1938
Ellinwood v. Reedsburg, (91 Wis. 131)	3669, 3671, 3805, 3807, 3891, 3893, 3897, 4037, 4038, 4822	Ellison v. Williamson, (152 N. C. 147)	4647, 4653
Elliott v. Burke, (113 Ky. 479) ..	922	Ellsworth's Petition, (53 N. Y. 647)	4317
Elliott v. Detroit, (121 Mich. 611) ..	1717	Ellsworth v. Chickasaw, (40 Ia. 571)	2995
Elliott v. Kitchen, (14 Bush, Ky. 289)	5285	Ellsworth v. Grand Rapids, (27 Mich. 250)	3242
Elliott v. Louisville, (101 Ky. 262)	1322, 1481	Ellsworth v. Rossiter, (46 Kan. 237)	941, 1154
Elliott v. Fair Haven & W. R. Co. (32 Conn. 579)	3615	Elma v. Carney (4 Wash. 418) ..	4482
Elliott v. Louisville, (123 Ky. 278)	3302	Elma v. Carney (9 Wash. 466) ..	4026, 4142, 4560, 4564
Elliott v. Mason (76 N. H. 229) ..	5283, 5711	Elmdorf v. New York, (25 Wend. N. Y. 693) ..	1057, 1337, 1405, 1517
Elliott v. Minneapolis, (59 Minn. 111)	2635	Elmendorf v. Albany (17 Hun, N. Y. 81)	4365
Elliott v. Monongahela City, (229 Pa. St. 618)	784	Elmendorf v. Board of Finance, (41 N. J. L. 135)	812, 5152
Elliott v. Newark, (8 Del. Ch. 64) ..	1322	Elmendorf v. New York, (25 Wend. N. Y. 693)	592
Elliott v. Oil City, (129 Pa. 570) ..	5578	Elmore v. Drainage Com., (135 Ill. 269)	205
Elliott v. Pardee, (149 Cal. 516) ..	637, 681	Elmore v. Overton, (104 Ind. 548) ..	5083
Elliott v. Philadelphia, (7 Phila. Pa. 128)	5065, 5495	Elmwood v. Marcy, (92 U. S. 289) ..	539, 1541, 2745
Elliott v. Philadelphia, (75 Pa. 347)	5416, 5400, 5495	El Paso v. Bish, (13 Colo. 474) ..	277, 5380
Elliott v. Philadelphia, (229 Pa. St. 215) 4680, 4738, 4739, 4740, ..	4743	El Paso v. Causey, (1 Ill. App. 531)	5506
Elliott v. Pittsburgh, (6 Pa. Dist. Rep. Dist. Rep. 455)	1597, 2653	El Paso v. Conklin, (91 Tex. 537) ..	4949
		El Paso v. Dolan, (Tex. 25 S. W. 669)	5676
		El Paso v. Ft. Dearborn, Nat. Bank (Tex. 71 S. W. 799) ..	5143

(References are to Pages.)

El Paso v. Mundy, (85 Tex. 316)	4417	Eminence v. Grasser's Ex'r, (81 Ky. 52)	4868, 4932, 4933
El Paso v. Ruckman, (92 Tex. 86)	363, 364	Emmert v. DeLong, (12 Kan. 67)	2730, 5174
El Paso Gas, E. L. & P. Co. v. El Paso, (22 Tex. Civ. App. 309)	2713	Emmert v. Elyria, (27 Ohio Cir. Ct. R. 353)	4513
El Reno v. Cleveland-Trinidad Pav. Co. (25 Okla. 648)	5353, 5354, 5355	Emmert v. Elyria, (74 Ohio St. 185)	4040, 4023
El Reno v. El Reno Water Co. 14 Okla. 53)	4159	Emmert v. Mathews, (7 H. & N. 586)	2135
Elser v. Ft. Worth (Tex. 27 S. W. 739)	4923, 4924	Emmett, <i>In re</i> , (65 How. Pr. 226)	1225
Elster v. Springfield, (49 Ohio St. 82)	2844, 2882, 3969	Emmitt v. New York, (128 N. Y. 117)	1139
Elston v. Crawfordsville, (20 Ind. 272)	642, 643, 645	Emmons v. Lewistown, (132 Ill. 380)	2254
Elting v. Hickman, (172 Mo. 237)	529, 4609	Emory v. Laurel, (3 Penn. Del. 67)	2556
Elwood v. Addison, (26 Ind. App. 28)	5708	Empire City Subway Co. v. Broadway & S. A. R. Co., (33 N. Y. S. 1055)	3420
Elwood v. Bullock, (6 Q. B. 383)	1575, 1592, 1747	Empire Hook & Ladder Co. v. Phoenix Ins. Co., (46 Hun, N. Y. 680)	980
Ellwood City v. Mani, (16 Pa. Ct. Co. R. 474)	1929, 2065, 5199	Empire State Surety Co. v. Des Moines, (Ia. 131 N. W. 870)	4207, 4208, 4212, 4213
Elwood v. Rochester (43 Hun, N. Y. 102)	3990, 4031, 4382	Empire Tp. v. Darlington, (101 U. S. 87)	4608
Elwood v. Rochester, (122 N. Y. 229)	4404	Emporia v. Becker, (76 Kan. 181)	1546, 2399
Ely v. Campbell, (59 How. Pr. N. Y. 333)	1990, 1993, 2874	Emporia v. Burns, (67 Kan. 523)	5517
Ely v. Grand Rapids, (84 Mich. 336)	2660, 4136	Emporia v. Gilchrist, (37 Kan. 532)	3921, 3938, 4288
Ely v. Rochester, (26 Barb. 133)	2477, 4293, 4295, 4297	Emporia v. Norton, (16 Kan. 236)	1517
Ely v. St. Louis, (181 Mo. 723)	1531, 5400, 5415, 5431, 5623, 5624	Emporia v. Norton, (13 Kan. 569)	1538, 4089
Elyria Gas & Water Co. v. Elyria, (57 Ohio St. 374)	1340, 4654, 4667, 4851, 4859, 5317	Emporia v. Partch, (21 Kan. 202)	2480
Elyton Land Co. v. Ayres, (62 Ala. 413)	5362	Emporia v. Shaw, (6 Kan. App. 808)	1428, 1455, 1481, 2049
Elyton Land Co. v. Birmingham, (89 Ala. 477)	4984	Emporia v. Smith, (42 Kan. 433)	599, 607, 615, 619, 623, 652
Emaus v. Emaus School Dist. (12 Pa. Co. Ct. R. 349)	3865	Emporia v. Soden, (26 Kan. 492)	3179
Embler v. Wallkill, (132 N. Y. 222)	708, 5679	Emporia v. Volmer, (12 Kan. 622)	1421, 2199, 2311, 2326, 2336, 2373, 2380, 2427
E. M. Derby & Co. v. Modesto, (104 Cal. 515)	4802, 4935	Emporia v. Wagoner, (6 Kan. App. 659)	2041
Emerich v. Indianapolis, (118 Ind. 279)	1907, 2213, 2228	Emporia v. White, (74 Kan. 864)	5774
Emerson v. Babcock, (66 Ia. 257)	1993, 2820, 2845, 2929	Endelman v. Bloomington, (137 Ill. App. 483)	1576, 1704
Emerson v. Commonwealth, (108 Pa. St. 111)	3422	E. M. Derby & Co. v. Modesto, (104 Cal. 515)	4676
Emerson v. Forest City Ry., (28 Ohio Cir. Ct. R. 683)	3434	Enders v. Chicago, (147 Ill. App. 406)	5704, 5756
Emerson v. McNeill, (84 Ark. 552)	1439, 1583, 2370	Enders v. Friday, (78 Neb. 510)	833, 2995
Emerson Troy Granite Co. v. Pearson, (74 N. H. 22)	2037	Endlon Improvement Co. v. Evening Telegram Co., (104 Wis. 432)	2599, 2750
Emert v. Missouri, (156 U. S. 296)	1670, 1671, 2145	Endom v. Monroe, (112 La. 779)	4668, 4985
Emery v. Bradford, (29 Cal. 75)	4538, 4454	Enfield v. Jordan, (119 U. S. 680)	4829, 4884
Emery v. Lowell, (104 Mass. 13)	5525	Enfield Toll Bridge Co. v. Hartford, etc. R. Co., (17 Conn. 40)	3362
Emery v. Philadelphia, (208 Pa. 492)	5518, 5669, 5676, 5755	Engebretsen v. Gay, (158 Cal. 27)	4248, 4249
Emery v. San Francisco Gas Co., (28 Cal. 345)	4051, 4066, 4336, 5437, 4538	Engelbret v. McElwell, (122 Cal. 284)	4545
Emery v. Waterville, (90 Me. 485)	5725	Engelking v. Spokane, (59 Wash. 446)	5431
Emes v. Fowler, (89 N. Y. S. 685)	5226	England v. New York Publishing Co., (8 Daly N. Y. 375)	574
Emigrant Industrial Savings Bk., <i>In re</i> , (75 N. Y. 388)	2639, 3955, 3956	Engle v. Sohn, (41 Ohio St. 691)	2282
Eminence v. Deposit Bank, (12 Rush, Ky. 538)	4993, 4996	Engler v. Seattle, (40 Wash. 72)	5488
		English, <i>In re</i> , (3 Ind. Ter. 523)	2066

TABLE OF CASES.

(References are to Pages.)

English v. Danville, (150 Ill. 92)	1861, 3937, 3967	Erie City v. Grant, (2 Ct. 109)	
English v. State, (7 Tex. App. 171)	1396	Erie v. Griswold, (435)	
English v. Territory, (11 Ariz. 87)	4651	Erie v. Knapp, (29 1)	
English v. Wilmington, (2 Marv. Del. 63)	4434, 4442	Erie v. Land on Eig (176 Pa. St. 478)	
Engstad v. Dinnie, (8 N. D. 1)	4841, 4639, 4649, 5022	Erie v. A piece of La St. 523)	
Ennis v. Gilder, (32 Tex. Civ. App. 251)	5448, 5515	Erie v. Phelps, (56 1)	
Ennis Waterworks v. Ennis, (136 S. W. 513)	3416	Erie v. Reed's Ex'r St. 468)	
Ennisworthy Urban Council v. Field, (2 I. R. 513)	1593	Erie v. Russell, (14)	
Eno v. New York, (68 N. Y. 214)	4211	Erie v. Schwingle, (2)	
Enos v. Chicago, etc. R. Co., (78 Ia. 28)	3810	Erie City v. Willis, par. Ct. 459)	
Enos v. Springfield, (113 Ill. 65)	4048	Erie Academy v. Erie 515)	
Enos v. State, (131 Ind. 560) ..	920	Erie Co. v. Erie, (113)	
Ensley v. Cohn, (149 Ala. 316) ..	371	Erie R. Co., <i>Is vs</i> , (602)	
Ensley v. J. E. Hollingsworth & Co., (170 Ala. 396) 2583, 2720, 4178		Erie, etc. R. Co. v. Pa. St. 237)	
Ensley v. Simpson, (166 Ala. 366)	585	Erie, etc. R. Co. v. N. J. L. 19)	
Ensley v. State, (172 Ind. 198) 1786, 1894, 1897, 1899, 3119, 3201		Erie R. Co. v. Pater J. L. 33)	
Ensly v. Nashville, (2 Baxt. Tenn. 144)	1051	Erie R. Co. v. Penna Wall, U. S. 492)	
Ensminger v. People, (47 Ill. 384)	5236	Ermitt v. New Yo Y. 117)	
Ensworth v. Albin, (46 Mo. 450) ..	5308	Ernsperger v. Mishs Ind. 253)	
Enterprise v. State, (29 Fla. 123)	453, 586, 596, 597	Ernst v. Bartle, (1 319)	
Enyart v. Hanover Tp., (25 Ohio St. 515)	920	Ernst v. Kunkle, (520)	
Epelett v. Sault Ste. Marie, (144 Mich. 393)	5759	Ernst v. Morgan, (3 391)	
Ephrata Water Co. v. Borough of Ephrata, (20 Pa. Super Ct. 149)	3677, 3636	Ernst v. Springfield App. 39)	
Episcopal Charitable Soc. v. Episcopal Church, (1 Pick. Mass. 273)	574, 710, 1208	Ernst v. West Covl Ky. 350)	
Episcopo v. New York, (72 N. Y. S. 140)	4139, 4160, 4201	Erskine v. Steele Co D. 339)	
Epperson, <i>Is vs</i> , (Tex. Crim. App. 134 S. W. 685)	3037	Ertle v. Leary, (114)	
Eppig v. New York, (68 N. Y. S. 41)	5125	Erving v. New York S. 612)	
Epping v. Columbus, (117 Ga. 263)	4618, 4674, 4742, 4827, 4827	Esberg-Gunst Cigar land, (34 Oreg. 282)	
Epps v. Epps, (17 Ill. App. 196) ..	954	Escambia County Com'rs of Pensaco 197)	
Epstein v. Smith, (121 N. Y. S. 354)	2914	Escanaba, etc. Trans cago, (107 U. S. 446)	
Equitable, etc. Society v. Clements, (140 U. S. 235)	469	Esch v. Elyria, (27 446)	
Equitable Loan & S. Co. v. Edwardsville, (143 Ala. 182) 379, 2552		Eschbach v. Pitts, (4)	
Equitable Trust Co. v. O'Brien, (55 Neb. 725)	4423	Escondido v. Escond H. & G. Co., (8 Ca 583)	
Erb v. Commonwealth, (91 Pa. St. 312)	1064, 1066	Eskildsen v. Seattle, 583)	
Erb v. Morasch, (8 Kan. App. 61)	1605	Eskridge v. Empori 363)	
Erd v. St. Paul, (22 Minn. 443) ..	1272	Esling's Appeal, (205)	
Erison v. Brown, (38 Barb. N. N. 390)	355	Eslinger v. Pratt, (1)	
Erie's Appeal, (91 Pa. St. 398) ..	3633, 4633, 4706, 4711, 4746	Esner, <i>Is vs</i> , (33 N. 1)	
Erie, <i>Is vs</i> , (3 Walk. 251)	5040	Esper v. Chicago, (6)	
Erie v. Bler, (10 Pa. Super. Ct. 381)	2632, 2633, 2692	Essen v. Cape May, 361)	
Erie v. Boots, (72 Pa. St. 196) ..	3938	Essex v. Barber, (7)	
Erie v. Brady, (150 Pa. St. 462)	4020, 4021	Essex v. Day, (52 C 595)	
Erie v. Carey, (12 Pa. Super. Ct. 584)	1745, 3920	Essex v. Low, (5 595)	
Erie v. Erie Traction Co., (222 Pa. St. 43)	3373	Essex v. Salem, (154)	

(References are to Pages.)

Essex County R. Co. v. Lunenburg, (49 Vt. 143)	4852	Evans v. Iowa City, (125 Ia. 202)	5720, 5734
Essex Public Road Board v. Skinkle, (140 U. S. 334)	500	Evans v. Job, (8 Nev. 322)	431
Estelle v. Lake Crystal, (27 Minn. 243)	5674	Evans v. Joplin, (84 Mo. App. 296)	5127
Estes v. Macon, (103 Ga. 780)	4274	Evans v. Kankakee, (231 Ill. 223)	1882,
Estes v. Owen, (90 Mo. 113)	828, 1704, 3921, 3931, 3937	5063, 5299, 5416, 5453, 5454,	5499
Estey v. Starr, (56 Vt. 690)	1347, 4609	Evans v. McFarland, (186 Mo. 703)	4816, 4888, 4950, 4991
Estill v. Embry, (112 Fed. 882)	4809	Evans v. Portland, (97 Me. 509)	3061, 3057, 5544
Eswin v. St. Louis, etc. R. Co., (96 Mo. 290)	2097	Evans v. Redwood Falls, (103 Minn. 314)	2119
E. T. Lewis Co. v. Winchester, (140 Ky. 344)	4621	Evans v. Trenton, (24 N. J. L. 764)	1141, 2718
Ettinger v. New York, (109 N. Y. S. 44)	5388	Evans v. United States, (153 U. S. 584)	2328
Ettor v. Tacoma, (57 Wash. 50)	4241	Evans v. Utica, (69 N. Y. 166)	5693, 5754
Etzler v. Brown, (Fla. 50 So. 416)	1210	Evans v. Wilder, (7 Mo. 359) ..	950
Eubank v. Broughton, (98 Va. 499)	1387, 1718	Evans & Watson v. Jayne, (23 Pa. St. 34)	869
Eubank v. Edina, (88 Mo. 650)	358, 5179	Evanston v. Carroll, (92 Ill. App. 495)	1029
Eudora v. Darling, (54 Kan. 654)	2981, 3942	Evanston v. Gunn, (99 U. S. 660)	313, 709
Eudora v. Hartig, (68 Kan. 742)	2982	Evanston v. Knox, (241 Ill. 460)	3147
Eudora v. Miller, (30 Kan. 494)	5588, 5589, 5629	Evansville v. Bayard, (39 Ind. 450)	497, 4993
Eufaula v. Hickman, (57 Ala. 338)	5285, 5296, 5305	Evansville v. Behme, (Ind. App. 97 N. E. 565)	5637
Eufaula v. McNab, (67 Ala. 588)	780, 785, 786, 2475, 2483, 4867	Evansville v. Decker, (84 Ind. 325)	3038, 5527, 5528, 5532, 5539, 5540, 5542, 5555, 5556, 5570
Eufaula v. Simmons, (86 Ala. 515)	5570, 5579	Evansville v. Dennett, (161 U. S. 484)	4883, 4895, 4898, 4899, 4901, 4905, 4906, 4907, 4909, 4910
Eugene v. Willamette Valley Co., (52 Ore. 490) ..	767, 4662, 4816, 4921	Evansville v. Frazer, (24 Ind. App. 628)	5588
Eulrich v. Richter, (37 Wis. 226)	5554	Evansville v. Hall, (14 Ind. 27)	4997
Eureka v. Armstrong, (83 Cal. 623)	3262, 3281	Evansville v. Martin, (41 Ind. 145)	1581, 1616
Eureka v. Croghan, (81 Cal. 524)	3291, 3312	Evansville v. Miller, (146 Ind. 613)	1917, 1918, 1922
Eureka v. Gates, (137 Cal. 89)	3280, 3281, 3342	Evansville v. Page, (23 Ind. 525)	619, 622, 623
Eureka v. Gates, (120 Cal. 54)	2930	Evansville v. Pifer, (Ind. App. 100 N. E. 110)	5690
Eureka v. Jackson, (8 Kan. App. 49)	1747, 2118	Evansville v. Senhenn, (151 Ind. 42)	5720
Eureka v. McKay & Co., (123 Cal. 666)	2974, 2979, 3241, 3244	Evansville v. State, (118 Ind. 426)	414,
Eureka City v. Wilson, (15 Utah, 67)	1745, 2076, 2077, 2920	415, 431, 511, 958, 990, 1401,	1917
Eureka Hill Min. Co. v. Eureka, (22 Utah, 447)	5028	Evansville v. Summers, (108 Ind. 189)	497, 4009
Eureka Springs v. O'Neal, (56 Ark. 350)	1568, 1747, 1748	Evansville v. Wilter, (86 Ind. 414)	5727, 5728
Eureka Springs v. Woodruff, (55 Ark. 616)	645	Evansville v. Woodbury, (60 Fed. 718)	4814
Eustace v. Jahns, (38 Cal. 3) ..	1469	Evansville, etc. R. Co. v. Evansville, (15 Ind. 395)	580, 826, 853, 874, 4606, 4608, 4609, 4814, 4828
Eustace v. People, (213 Ill. 424)	4038, 4561	Evansville, etc. R. Co. v. State, (149 Ind. 276)	5273
Eustis v. Henrietta, (90 Tex. 468)	5028	Evart v. Postal, (86 Mich. 325)	317
Eustis v. Milton St. Ry. Co., (183 Mass. 586)	3603, 3617	Evarts v. Killingsworth Mfg. Co., (20 Conn. 447)	684
Eustis v. Parker, (1 N. H. 273) ..	151	Eve v. Simon, (78 Ga. 120) ...	5293
Evans v. Blankenship, (4 Ariz. 307)	3282	Evening Journal Assn. v. Board of Assessors, (47 N. J. L. 36)	2230
Evans v. Bradley, (4 S. D. 83) ..	5283	Everding v. McGinn, (23 Ore. 15)	5239
Evans v. Cincinnati, (2 Handy, Ohio, 236)	1991, 2931	Everett v. Charlestown, (12 Allen, Mass. 93)	5156
Evans v. Cincinnati, (1 Ohio Dec. 462)	5591	Everett v. Council Bluffs, (46 Ia. 66)	1917, 1918, 1995, 2002, 2863
Evans v. Cleveland & P. R. Co., (Fed. Cas. No. 4,557)	4864	Everett v. Deal, (148 Ind. 90)	1379, 4293, 4305
Evans v. Concordia, (74 Kan. 70)	5694	Everett v. Grapes, (25 J. P. 644)	1591
Evans v. Council Bluffs, (65 Ia. 238)	634, 668, 5003		
Evans v. Foss, (194 Mass. 513)	1951		
Evans v. Holman, (244 Ill. 596)	2053, 2054, 4725, 4734, 5372, 5718		
Evans v. Hughes County (3 S. D. 580)	894		

TABLE OF CASES.

5889

(References are to Pages.)

Everett v. Grapes, (8 L. T. N. S. 669) 1952
 Everett v. Independent School District, (109 Fed. 697) 4748, 4932
 Everett v. Marquette, (53 Mich. 450) 1980, 1986, 2903
 Everett v. Smith, (22 Minn. 53) 926
 Evergreen Cemetery Ass'n v. New Haven, (43 Conn. 234) 3133, 3146
 Everard v. New York, (35 N. Y. S. 315) 4168
 Evers v. Long Island, (28 N. Y. S. 825) 3064, 5543, 5549
 Eversole v. Walsh, (25 Ky. L. Rep. 784) 3919, 4150, 4561
 Everson v. Syracuse, (100 N. Y. 577) 5041
 Everts v. Bixby, (24 Okla. 176) 2431
 Evertson v. National Bank, (66 N. Y. 14) 4803
 Evison v. Chicago, etc. R. Co., (45 Minn. 370) 1584, 1585, 2091, 2092
 Ewart v. Western Springs, (180 Ill. 318) 3850, 4075, 4373, 4374, 4476
 Ewbanks v. Ashley, (36 Ill. 177) 1512, 1834, 2303, 2304, 2316, 2330, 2354, 2382, 2384, 2391
 Ewert v. Mallery, (16 S. D. 151) 4823
 Ewing v. Dallas County, (83 Tex. 663) 689
 Ewing v. Filley, (43 Pa. St. 384) 2362
 Ewing v. Hoblitzelle, (85 Mo. 64) 306, 383, 403, 429, 462, 496, 563, 727, 773, 1483, 1778, 1779
 Ewing v. Louisville, (140 Ky. 726) 4240, 4241, 4270
 Ewing v. Seattle, (55 Wash. 229) 3439, 3769
 Ewing v. State, (81 Tex. 177) 334, 602, 615, 620, 630
 Excelsior v. Minneapolis, etc. R. Co., (108 Minn. 407) 1894, 2103
 Excelsior Brick Co. v. Haverstraw, (142 N. Y. 146) 2980, 2790, 3990
 Excelsior Brick Co. v. Haverstraw, (62 Hun, N. Y. 620) .. 3989
 Excelsior Paving Co. v. Leach, (99 Cal. XVII) 4086
 Excelsior Planting, etc. Co. v. Green, (39 La. Ann. 455) 4456
 Excelsior Springs v. Ettenson, (120 Mo. App. 215) 2639, 4075, 4353, 4499, 4500, 4501
 Excelsior Springs v. Henry, (99 Mo. App. 450) 4556
 Excelsior Steam Laundry Co. v. Lomax, (166 Ala. 612) 2043
 Exchange & Bldg. Co. v. Roanoke Gas & Water Co., (90 Va. 83) 3591
 Exempt Firemen's Ass'n v. Little Falls, (132 N. Y. S. 798) 5055
 Exeter v. Stane, (2 Show, K. B. 159) 1035
 Exeter v. Stetson, (89 Me. 531) 5099
 Exter v. Sawyer, (146 Mo. 302) 1103
 Exterkamp v. Covington Harbor Co., (104 Ky. 796) 3282
 Eyermann v. Blakesley, (9 Mo. App. 231) 4484
 Eyerman v. Blakesley, (13 Mo. App. 407) 4486
 Eyerman v. Blakesley, (78 Mo. 145) 483, 1545, 3023, 3060, 4485
 Eyerman v. Hardy, (8 Mo. App. 311) 4449
 Eyerman v. Payne, (28 Mo. App. 72) 845, 950, 1824, 4485
 Eyermann v. Provenchere, (15 Mo. App. 256) 3038, 4130
 & McO.—35

Eyermann v. Scollay, (16 Mo. App. 498) 4550, 4558
 Eyler v. Alleghany County, (49 Md. 257) 5630
 Eyman v. People, (6 Ill. 4) ... 5233

F

Faber v. St. Paul, M. & M. Ry. Co., (29¹ Minn. 465) 1820
 Fabro v. Gallup, (15 N. M. 108) 4671
 Face v. Ionia, (90 Mich. 104) 2795, 5593, 5628
 Facey v. Fuller, (13 Mich. 527) 1281
 Fagan v. Chicago, (84 Ill. 227) 4009, 4470, 4471
 Fagg, *Ex parte*, (38 Tex. Crimm. Rep. 573) 1860, 1871, 2446
 Fahy v. Johnstone, (47 N. Y. S. 402) 5320
 Fair v. Home Gas & Electric Co., (13 Cal. App. 589) 3785, 3786
 Fair v. Home Gas & Electric Co., (15 Cal. App. 705) 3594, 3785
 Fair v. Philadelphia, (88 Pa. 309) 3037, 3038, 3048, 5530
 Fair Haven & W. R. Co. v. New Haven, (75 Conn. 442) 4433
 Fair Haven & W. R. Co. v. New Haven, (203 U. S. 379) 1762
 Fairbanks v. Fitchburg, (132 Mass. 42) 4441
 Fairbanks v. Kerr, (70 Pa. 86) .. 1852
 Fairbanks v. Rockingham, (75 Vt. 221) 4240
 Fairbanks v. St. Joseph, (102 Mo. App. 425) 4257
 Fairbank v. United States, (181 U. S. 283) 1667, 2281
 Fairbanks-Morse & Co. v. North Bend, (68 Neb. 560) 2630, 2632, 2660, 2675, 2680, 2681
 Fairbanks-Morse & Co. v. Tilson, (Tex. Civ. App. 146 S. W. 363) 5283
 Fairbury Union Agricultural Board v. Holly, (169 Ill. 9) 3211, 3277, 3281
 Fairchild v. St. Louis, (97 Mo. 85) 2948
 Fairchild v. St. Paul, (46 Minn. 540) 1405, 1517, 3089, 3091, 3168, 3174, 4351, 4467
 Fairfax v. Alexandria, (28 Grat. Va. 16) 5182
 Fairfax v. Giraud, (Okla. 131 Pac. 159) 5611
 Fairfield v. People, (94 Ill. 244) 4639
 Fairfield v. Ratcliff, (20 Ia. 396) 4341
 Fairfield v. Rural Independent School Dist., (111 Fed. 453) .. 4913
 Fairfield v. Rural Independent School Dist. of Allison, (116 Fed. 838) 4917, 4720, 4897, 4899
 Fairfield v. Shallenberger, (135 Ia. 615) 1864
 Fairfield Dairy Co. v. Peer, (80 N. J. L. 649) 4539
 Fairgrieve v. Moberly, (39 Mo. App. 31) 5666, 5700
 Fairlawn Coal Co. v. Scranton, (148 Pa. 231) 5540
 Fairmont v. Meyer, (83 Minn. 456) 1482, 1489, 1818, 2125, 2335, 2344
 Fairmont Athletic Club v. Bingham, (113 N. Y. S. 905) 5058, 5059, 5061
 Fairmount Place, *In re*, (12 Phila. Pa. 586) 3950, 4036
 Fairplay v. Park County, (29 Colo. 57) 4631
 Faist v. Hoboken, (72 N. J. L. 361) 2632, 2689, 2692, 2709

(References are to Pages.)

Falch v. People, (99 Ill. 137) ..	4335	Farmers' Loan & Trust Co. v. Sioux Falls, (131 Fed. 890) ..	3817, 4662, 4693
Falconer v. Buffalo & J. R. Co., (69 N. Y. 491) ..	875, 4610, 4830	Farmers' Nat. Bank v. Jones, (105 Fed. 459) ..	4926
Falconer v. Campbell, (Fed. Cas. No. 4620) ..	246, 248	Farmers' Telephone Co. v. Washita, (Ia. 1911, 133 N. W. 361) ..	3379, 3381, 3428, 3567
Fall v. Marysville, (19 Cal. 391) ..	5004	Farmers' & Merchants Bank v. Los Angeles, (151 Cal. 655) ..	5126
Fall River Print Works v. Fall River, (110 Mass. 428) ..	4238	Farmers' & Merchants Bank v. Vandalia, (57 Ill. App. 681) ..	5032
Fallbrook Irrigation Dist. v. Bradley, (164 U. S. 112) ..	4438, 4458	Farmington v. Rutherford, (94 Mo. App. 328) ..	1546, 2264
Fallis v. Gas City, (169 Ind. 508) ..	2145	Farmington v. Wallace, (134 Ill. App. 366) ..	5733
Fallon, <i>in re</i> , (59 N. Y. S. 849) ..	4602	Farmville v. Walker, (101 Va. 323) ..	3879
Fallon v. Boston, (3 Allen, Mass. 38) ..	5738	Farnham v. Benedict, (107 N. Y. 159) ..	1182, 4931
Fallon v. Wright, (81 N. Y. S. 758) ..	1230	Farnham v. Lincoln, (75 Neb. 502) ..	5147, 5148
Falmouth v. Falmouth Water Co., (180 Mass. 325) ..	3839	Farnham v. Pierce, (141 Mass. 203) ..	5107, 5108
Falmouth v. Horter, (4 Litt. Ky. 119) ..	2468	Farnsworth, <i>Ex parte</i> , (Tex. Crim. App. 135 S. W. 538) ..	784
Falmouth v. Watson, (5 Bush, Ky. 660) ..	1443, 1908	Farnsworth v. Boro Oil & Gas Co., (134 N. Y. S. 348) ..	3571
Falmouth v. Woods, (16 Ky. L. Rep. 317) ..	5681	Farnsworth v. Lime Rock Co., (83 Me. 440) ..	497
Falter v. Packard, (219 Ill. 356) ..	2549	Farnsworth Co. v. Lisbon, (62 Me. 451) ..	4948
Fanning v. Gilliland, (37 Ore. 369) ..	3122	Farnsworth v. Pawtucket, (13 R. I. 82) ..	1391, 1545, 3802, 3892
Fanning v. Gregoire, (16 How. U. S. 524) ..	896, 2568	Farnsworth Co. v. Rand, (65 Me. 19) ..	570, 1377
Fanning v. Osborne, (102 N. Y. 441) ..	2876	Farnsworth v. Rockland, (83 Me. 508) ..	2891, 2898
Fanning v. Schammel, (68 Cal. 428) ..	4090	Farnsworth v. Willbur, (49 Wash. 416) ..	5148, 5149
Fant v. People, (45 Ill. 259) ..	1869, 2387	Farnum v. Concord, (2 N. H. 392) ..	5593
Faribault v. Melsener, (20 Minn. 396) ..	4956, 5036	Farquar v. Roseburg, (18 Ore. 271) ..	5591
Faribault v. Wilson, (34 Minn. 254) ..	1838, 2058, 2059, 2270, 2313, 2331, 2335	Farr v. Brackett, (30 Vt. 344) ..	1783
Farist Steel Co. v. Bridgeport, (60 Conn. 278) ..	3110	Farr v. Detroit, (136 Mich. 200) ..	4516
Farley v. Lockport, (113 N. Y. S. 702) ..	5133, 5323	Farr v. Grand Rapids, (112 Mich. 99) ..	4814, 4575
Farley v. New York, (36 N. Y. S. 1115) ..	5390	Farr v. Lyons, (13 Fed. 377) ..	4863
Farley v. New York, (41 N. Y. S. 622) ..	5633	Farr v. West Chicago Park Com'rs, (167 Ill. 355) ..	4413
Farlin v. Hill, (27 Mont. 27) ..	4407	Farraher v. Keokuk, (111 Ia. 310) ..	3991, 4358
Farmer v. Cedar Rapids, (116 Ia. 322) ..	4231	Farrar v. Fessenden, (39 N. H. 268) ..	1369
Farmer v. St. Paul, (65 Minn. 176) ..	1901, 5117, 5118, 5333, 5360	Farrar v. St. Louis, (80 Mo. 379) ..	828, 1704, 3921, 3931, 3937, 4065, 4066, 4338, 4459
Farmer v. Salisbury, (77 Vt. 161) ..	856	Farrel v. Derby, (58 Conn. 234) ..	810, 858, 1090
Farmer v. Thompson, (133 Ga. 94) ..	4856	Farrel v. Bridgeport, (45 Conn. 191) ..	943, 974
Farmer & Getz v. Columbiana County Tel. Co., (72 Ohio St. 526) ..	3380, 3453, 3518, 3572	Farrell v. Buffalo, (103 N. Y. S. 340) ..	1139
Farmers' Bank v. Fox, (Fed. Cas. No. 4,658) ..	4993	Farrell v. Cook, (16 Neb. 483) ..	2110
Farmers' Bank v. Wickliffe, (129 Ky. 679) ..	4775	Farrell v. Chicago, (198 Ill. 558) ..	4188, 4193
Farmers' Loan & Trust Co. v. Ansonia, (61 Conn. 76) ..	3461, 4395, 4396	Farrell v. Dubuque, (129 Ia. 447) ..	5633
Farmers' Loan & Trust Co. v. Carroll, (5 Barb. N. Y. 613) ..	2492	Farrell v. King, (41 Conn. 448) ..	1383
Farmers' Loan & Trust Co. v. Galesburg, (133 U. S. 156) ..	3465, 3512	Farrell v. New York, (5 N. Y. S. 672) ..	2904
Farmers' Loan & Trust Co. v. Harmony F. & M. Ins. Co., (51 Barb. N. Y. 33) ..	820	Farrell v. New York, (5 N. Y. S. 580) ..	2006
Farmers' Loan & Trust Co. v. Hastings, (2 Neb. Unof. 337) ..	4345	Farrell v. New York, (99 N. Y. S. 947) ..	5730
Farmers' Loan & Trust Co. v. New York, (4 Bosw. 17 N. Y. S. Ct. 80) ..	2599, 2745	Farrell v. Rammelkamp, (64 Mo. App. 425) ..	1396, 4047, 4352, 4487
Farmers' Loan & Trust Co. v. Newton, (97 Ia. 502) ..	1170	Farrell v. West Chicago Park Com'rs, (182 Ill. 250) ..	4308, 4332
		Farrell v. West Chicago, (181 U. S. 404) ..	3982
		Farrelly & Co. v. Cincinnati, (2 Disney, Ohio 516) ..	2952

TABLE OF CASES.

5891

(References are to Pages.)

Farrelly & Co. v. Cincinnati, (3 Ohio Dec. 115)	5589, 5652
Farrington v. Cheponis, (82 Conn. 258)	2969
Farrington v. Mt. Vernon, (166 N. Y. 233)	4404
Farrington v. Putnam, (90 Me. 405)	721
Farris v. Vannier, (6 Dak. 186)	4981
Farson v. Sioux City, (106 Fed. 278)	4796
Farson, Leach & Co. v. Louisville, (97 Ky. 119)	4825, 4720, 4844
Farwell v. Boston, (192 Mass. 15)	1507
Farwell v. Chicago, (71 Ill. 269)	2199, 2200
Farwell v. Chicago, (247 Ill. 235)	2822
Farwell v. Des Moines Brick Mfg. Co., (97 Ia. 286)	4394, 4454, 4539
Farwell v. Rockland, (62 Me. 296)	1073
Farwell v. Seattle, (43 Wash. 141)	782, 3859, 3917
Fass v. Seehawer, (60 Wis. 525)	828, 3923, 4157, 4505
Fath v. Tower Grove & L. Ry. Co., (105 Mo. 537) ..	1821, 1822, 1849, 2088, 2093, 2096, 2097, 2098
Fath v. Tower Grove & L. Ry. Co., (39 Mo. App. 447)	1596
Fatout v. School Com'rs, (102 Ind. 223)	2555
Faucheux v. St. Martinville, (120 La. 764)	5439
Faucheux v. St. Martinville, (124 La. 959)	5440
Faulk v. McCartney, (42 Kan. 695)	5082
Faulkenstein Tp. v. Fitch, (2 Kan. App. 193)	4868
Faulkner v. Aurora, (85 Ind. 130)	5067, 5418, 5421, 5663
Faulkner v. Seattle, (19 Wash. 320)	4670, 4726
Faulkner v. Sisson, (183 Mass. 524)	1121
Fauntleroy v. Hannibal, (Fed. Cas. No. 4,692)	4801
Faust v. Huntington, (91 Ind. 493)	3241, 3262
Faust v. Passenger R. Co., (3 Phila. Pa. 164)	2943, 3606
Faust v. Pope, (132 Mo. App. 287)	1173, 2860, 4224, 5392
Fauvia v. New Orleans, (20 La. Ann. 410)	534
Faviell v. Eastern Counties Ry. Co., (2 Exch. 344)	812, 5152
Fawcett v. Eberly, (58 Ia. 544) ..	1140
Fawcett v. Mount Airy, (134 N. C. 125)	3805, 3807, 3808, 4652
Fawcett v. Woodbury, (55 Ia. 154)	1148
Fay, <i>In re</i> , (15 Pick. 243)	898, 5210, 5211, 5212
Fay v. Fort Collins, (40 Colo. 262)	1814, 1831
Fay v. Reed, (128 Cal. 357) ..	4027
Fay v. Springfield, (94 Fed. 409) ..	4331, 4456
Fay v. State, (Tex. Crim. App. 1903, 71 S. W. 603)	1872
Fayette v. Chitwood, (8 Ind. 504)	1358, 1374
Fayette v. Rich, (122 Mo. App. 145)	3956, 3992, 4036, 4106, 4445
Fayette v. Shafroth, (25 Mo. 445) ..	2293
Fayetteville v. Carter, (52 Ark. 301)	829, 2201, 2228, 2232
Fayetteville v. Fayetteville W. L. & P. Co., (135 Fed. 400) ..	3831, 3833, 3839
Fayssoux v. De Chourand, (36 La. Ann. 547)	3976
Fazakerley v. Wiltshire, (1 Stra. 462)	1599, 1745
Fazende v. Houston, (34 Fed. 95)	2568
Feagin v. Attalla, (162 Ala. 127) ..	2307
Fearing v. Irwin, (55 N. Y. 486) ..	2998
Fechelmer Bros. & Co. v. Louisville, (84 Ky. 306)	1678, 2213
Federal Street & P. V. R. Co. v. Pittsburgh, (226 Pa. 419) ..	4952, 5003, 5004
Federgreen v. Fallsburgh, (25 Hun, N. Y. 152)	4923
Feeley v. Melrose, (205 Mass. 329)	5648
Feeley v. Wurster, (54 N. Y. S. 1060)	5318, 5334
Feemont, etc. Ry. Co. v. Pennington, (20 S. D. 270)	1646
Fehler v. Gleason, (99 Ky. 380) ..	4085, 4112
Fehler v. Gosnell, (99 Ky. 380) ..	1496, 1796, 4059, 4085, 4112, 4312, 4314
Felten v. Milwaukee, (47 Wis. 494)	3152
Felchlin, <i>Ex parte</i> , (96 Cal. 360) ..	2275
Feldman & Co. v. Charleston, (23 S. C. 57)	4820, 4867
Feldman v. Chicago, (126 Ill. App. 186)	1251
Felix v. Atlantic City, (34 N. J. L. 99)	4364
Felker v. New Whatcom, (16 Wash. 178)	4442
Fell v. Philadelphia, (81 Pa. St. 58)	4112, 4149
Fell v. State, (42 Md. 71) ..	719, 1550
Fellowes v. New Haven, (44 Conn. 240)	4222, 4229, 4300, 5195
Fellows v. Charleston, (62 W. Va. 665)	2075
Fellows v. Los Angeles, (151 Cal. 52)	3492, 3825, 3860, 3862
Fellows v. New York, (17 Hun, N. Y. 249)	4197
Fellows v. Walker, (38 Fed. 651) ..	4822
Felthousen v. Amsterdam, (23 N. Y. S. 424)	4482
Felton v. Atlanta, (4 Ga. App. 183)	1735
Female Academy, etc., <i>In re</i> , (41 Hun, N. Y. 646)	4451
Fennell v. Bay City, (36 Mich. 186)	1865
Fenner v. Cincinnati, (4 Ohio N. P. 182)	4077
Fenton v. Ada County, (20 Idaho, 392)	4979
Fenton v. Blair, (11 Utah, 78) ..	4709
Fenton v. Cheseldine, (11 Ohio Dec. 649)	3339
Fenton v. Ryan, (140 Wis. 353) ..	596
Ferdinand v. New York, (13 N. Y. S. 226)	4163
Fergus Falls v. Boen, (78 Minn. 186)	3055
Fergus Falls v. Edison, (94 Minn. 121)	3057
Fergus Falls v. Fergus Falls Hotel Co., (80 Minn. 165)	4584
Fergus Falls Water Co. v. Fergus Falls, (65 Fed. 586) ..	3802, 3893, 4009, 4996
Ferguson v. Crittenden Co., (6 Ark. 479)	1298
Ferguson v. Davis County, (57 Ia. 601)	5425, 5428

(References are to Pages.)

Ferguson v. Quinn, (123 Pa. St. 337)	4568	Field v. Barling, (149 Ill. 556)	2851, 2893, 2940
Ferguson v. St. Louis, (6 Mo. 499)	4775	Field v. Bayonne, (49 N. J. L. 308)	4819
Ferguson v. Selma, (43 Ala. 398)	1913, 1925, 1926, 1930	Field v. Chicago, (198 Ill. 224)	3975, 3982, 3983, 4063, 4066, 4078
Ferguson v. Snohomish, (8 Wash. 668)	343, 363, 620, 630, 631, 5010	Field v. Des Moines, (39 Ia. 575)	781, 3098, 5441, 5461
Ferguson v. Stamford, (60 Conn. 432)	4428, 4479	Field v. Field, (9 Wend. N. Y. 394)	1297
Fernald v. Boston, (66 Mass. 574)	4257	Field v. Highland Park, (141 Mich. 69)	4762, 4772, 4776
Fernald v. Gilman, (123 Fed. 797)	4835, 4895, 4931	Field v. Kansas City, (211 Mo. 662)	2785
Fernandez v. New Orleans, (46 La. Ann. 1130)	5134	Field v. Manchester, (32 Mich. 279)	3272, 3311
Fernandez v. New Orleans, (42 La. Ann. 1)	5134	Field v. Mark, (125 Mo. 502) ..	3256
Ferrari v. Board of Health, (24 Fla. 390)	1933	Field v. Shawnee, (7 Okla. 73) ..	2579
Ferree's Appeal, (88 Pa. St. 440) ..	3919, 4107	Field v. West Orange Tp., (46 N. J. Eq. 183)	5557
Ferree v. Board of Surveyors, (9 Phila. Pa. 518)	4318	Field v. West Orange Tp., (36 N. J. Eq. 118)	5551, 5578
Ferrell v. Opelika, (144 Ala. 135)	1784, 1798	Field v. Western Springs, (181 Ill. 186)	1704, 1725
Ferrenbach v. Turner, (86 Mo. 416)	1032, 1981, 2244, 2832, 2902	Fielder v. Montgomery, etc. R. Co., (51 Ala. 178)	4672
Ferrier, <i>In re</i> , (103 Ill. 367) ..	5107, 5108	Fielder v. St. Louis, etc. R. Co., (107 Mo. 645)	2097
Ferris v. Carson Water Co., (16 Nev. 44)	3599	Fielding v. Jones, (38 Conn. 191) ..	5100
Ferris v. Chicago, (162 Ill. 111) ..	4429, 4475	Fields v. Colby, (102 Mich. 449) ..	2783
Ferris v. Commercial Nat. Bank, (158 Ill. 237)	4479	Fields v. Johnson City, (43 Ill. App. 485)	5486
Ferriter v. Tyler, (48 Vt. 444) ..	5086	Fields v. Stokley, (99 Pa. St. 306)	1891
Ferry v. Tacoma, (34 Wash. 652)	4464, 4514	Fietsam v. Hay, (122 Ill. 293) ..	246, 3361
Ferson, Appeal of, (96 Pa. 140) ..	4519	Fife v. Oshkosh, (89 Wis. 540) ..	5723
Fertich v. Michener, (111 Ind. 472)	5080	Fifield v. Phoenix, (4 Ariz. 283) ..	5420, 5421, 5484, 5641
Fertilizing Co. v. Hyde Park, (97 U. S. 659)	1695, 1767, 1771	Fifteenth Ward, <i>In re</i> , (11 Phila. Pa. 406)	668, 671
Fessler v. Union, (67 N. J. Eq. 14)	2515, 2537, 3234	Fifth Ave., <i>In re</i> , (36 N. Y. S. 141)	4531
Fessler v. Union, (68 N. J. Eq. 657)	3328, 3333, 3337	Fifth Ave. Co. v. Lotus Club, (113 N. Y. S. 886)	2874, 2973, 2976
Feurth v. Anderson, (87 Mo. 354)	2430	Fifth Ave. Coach Co. v. New York, (194 N. Y. 19)	1734, 2026
Feust, <i>In re</i> , (8 N. Y. S. 420)	4017	Fifth Ave. Coach Co. v. New York, (110 N. Y. S. 1037) ..	2026, 2030
Feust, <i>In re</i> , (121 N. Y. 299) ..	4022	Fifth Ave. Coach Co. v. New York, (111 N. Y. S. 759)	2026
Fewell v. Meridian, (90 Miss. 380)	5539	Fifth Ave. Coach Co. v. New York, (221 U. S. 467)	2028
Ficken v. Atlanta, (114 Ga. 970)	4269	Fifth Ave. Sewer, <i>In re</i> , (4 Brewst. Pa. 364) ..	4391, 4468, 4531
Ficklen v. Shelby Co. Taxing Dist., (145 U. S. 1)	1674	Fifth National Bank v. New York El. R. Co., (28 Fed. 231) ..	3625
Fichtenberg v. Atlanta, (126 Ga. 62)	1744, 2127	Fifth Street, <i>In re</i> , (22 Pa. Super. Ct. 214)	4251
Fidelity & Deposit Co., etc. v. Charles Hegewald Co., (144 Ky. 790)	4213	Fifth & Sixth Streets, <i>In re</i> , (12 Phila. Pa. 587)	4258
Fidelity & Deposit Co., etc. v. New York, (95 N. Y. S. 752) ..	5161	Fifty Associates v. Boston, (201 Mass. 585)	2836, 2894, 4243, 4269, 4283
Fidelity Lodge v. Bond, (147 Ind. 437)	868	Fifty-fifth Street, <i>In re</i> , (16 Pa. Super. Ct. 133) ..	4426
Fidelity Trust Co. v. Palmer, (22 Wash. 473)	4772	Fifty-fourth Street, <i>In re</i> , (165 Pa. St. 8)	4409
Fidelity Trust & Guaranty Co. v. Fowler Water Co., (113 Fed. 560) ..	2459, 2520, 3394, 3687, 4735, 4751	Filbert v. Philadelphia, (181 Pa. 530)	4128, 4137
Fidelity Trust Co. v. Mobile St. R. Co., (53 Fed. 687)	3525	Filer & Stowell v. Milwaukee, (146 Wis. 221) ..	4235, 4264, 4272
Fidelity Trust & Safety Vault Co. v. Morganfield, (96 Ky. 563)	4667, 4668	Finch v. Bangor, (133 Mich. 149)	5753
Fiegle, <i>In re</i> , (72 N. Y. S. 438) ..	2912, 2913	Finch v. Board of Education, (30 Ohio St. 37)	278, 5380
Field v. Barber Asphalt Paving Co., (194 U. S. 618)	1664, 4287	Finch v. Riverside & A. R. Co., (87 Cal. 597)	1110
Field v. Barber Asphalt Pav. Co., (117 Fed. 925) ..	2656, 4082, 4288, 4565	Finch v. Ottawa, (190 Fed. 299) ..	5669
		Fincher v. Collum, (2 Ga. App. 740)	2050, 2058, 2059

TABLE OF CASES.

5893

(References are to Pages.)

Findlay v. Frey, (51 Ohio St. 390)	4449, 4464	First Municipality v. Cutting, (4 La. Ann. 336)	2135
Findlay Gaslight Co. v. Findlay, (2 Ohio Cr. Ct. R. 237)	5317	1395, 1428, 1735, 1740, 2131, 2135	
Findlay v. Parker, (17 Ohio Cir. Ct. R. 294)	4623	First Municipality v. McDonough, (2 Rob. La. 244)	2456
Findlay v. Pendleton, (62 Ohio St. 80)	2589, 2590, 2617, 4622	First Municipality v. Orleans Theater Co., (2 Rob. La. 209)	539
Findlay v. Pertz, (66 Fed. 427)	2735, 2737	First Municipality v. Pease, (2 La. Ann. 538)	890
Findley v. Hull, (13 Wash. 236)	4010	First Nat. Bank v. Americus, (68 Ga. 119)	2246
Findley v. Pittsburg, (82 Pa. St. 351)	2688, 5195	First Nat. Bank v. Arlington, (Fed. Cas. No. 4,806)	4807
Findley v. Pittsburg, (Pa. 11 Atl. 678)	2689, 3921	First Nat. Bank v. Arthur, (10 Colo. App. 283)	4768
Fine v. St. Louis Public Schools, (30 Mo. 166)	2301	First Nat. Bank v. Arthur, (12 Colo. App. 90)	4769
Finegan v. Allen, (46 Ill. App. 553)	1726	First Nat. Bank v. Concord, (50 Vt. 257)	4829, 4933
Fineran v. Central Bitulithic Pav. Co., (116 Ky. 495)	2639, 2646, 2664	First Nat. Bank v. Doon, (86 Ia. 330)	4868, 4880
Fingal v. Millvale, (162 Pa. 393)	4132, 4983	First Nat. Bank v. Dorset, (Fed. Cas. No. 4,808)	4854
Fink v. Milwaukee, (17 Wis. 26)	2335, 2336, 2380	First Nat. Bank v. Elgin, (136 Ill. App. 453)	4202
Fink v. St. Louis, (71 Mo. 52) ..	5543	First Nat. Bank v. Port Townsend, (184 Fed. 574)	4773, 4775
Finkle v. Valatie, (99 N. Y. S. 715)	5617	First Nat. Bank v. Keith, (183 Ill. 475)	4195, 4639
Finlay v. Boston, (196 Mass. 267)	5317	First Nat. Bank v. Keith, (84 Ill. App. 103)	1766
Finlayson v. Vaughn, (54 Minn. 331)	4832	First Nat. Bank v. Malheur County, (30 Ore. 420)	2555
Finley v. Kendallville, (45 Ind. App. 430)	5529	First Nat. Bank v. Morton County, (7 Kan. App. 739)	4770
Finley v. Williamsburg, (24 Ky. L. Rep. 1336)	3050	First Nat. Bank v. New Castle, (224 Pa. 285)	2750
Finn v. Adrian, (93 Mich. 504) ..	5753	First Nat. Bank v. Randall, (1 White & W. Civ. Cas. Ct. App. Tex. § 971)	1378
Finnegan v. Fernandina, (15 Fla. 379)	4566	First Nat. Bank v. Salem, etc. Co., (39 Fed. 89)	579
Finnegan v. Sioux City, (112 Ia. 232)	5761	First Nat. Bank v. Sarilla, (129 Ind. 201)	1601, 1726, 1922, 2061, 2064, 2068, 2069, 5199
Finnell & McGuire v. Howells, (2 Cin. R. Ohio 150)	1649	First Nat. Bank v. Tyson, (133 Ala. 459)	1982, 1994, 2852, 2908, 2909, 2939, 2940, 2958
Finnell v. Kates, (19 Ohio St. 405)	3977	First Nat. Bank v. Walcott, (7 Fed. 892)	4869
Finney v. Lamb, (54 Ind. 1)	5039	First Nat. Bank v. Wheeler, (72 N. Y. 201)	4805
Fire Department v. Atlas S. S. Co., (106 N. Y. 566)	981, 1905	First Nat. Bank v. Whisenhunt, (94 Ark. 583)	280, 1176
Fire Department v. Gilmour, (23 N. Y. S. 1022)	1904	First Parish v. Stearns, (21 Pick. Mass. 148)	1273, 1296, 1297, 1298, 1388
Fire Department v. Gilmour, (149 N. Y. 453)	1904	First Parrish in Sutton v. Cole, (3 Pick. Mass. 232) ..	282, 570, 2501
Fire Department v. Harrison, (2 Hilt. N. Y. 455)	2363	First Presbyterian Church v. Ft. Wayne, (36 Ind. 338)	820
Fire Department v. Helfenstein, (16 Wis. 136)	2201	First St. In re, Opening of, (66 Mich. 42)	842, 3131
Fire Department v. Kip, (10 Wend. N. Y. 266)	360	Fiscal Court, etc. v. F. & A. Cox Co., (132 Ky. 738)	1744, 2233
Fire Department v. Wendell, (12 Daly, N. Y. 427)	2071	Fischer v. Clifton Springs, (121 N. Y. S. 163)	5516, 5557
Fire and Excise Com'rs, In re, (19 Colo. 482)	974, 980	Fischer v. St. Louis, (194 U. S. 361)	1950
Fire Extinguisher Mfg. Co. v. Clarksville, (Tenn. Ch. App. 52 S. W. 442)	2767	Fischer v. Wilkes-Barre et al., (6 Kulp, Pa. 201)	407
Fire Extinguisher Mfg. Co. v. Perry, (8 Okla. 429)	4650, 4936	Fischer Land and Improvement Co. v. Bordelon, (52 La. Ann. 429)	255
Firemen's Ben. Fund v. Roome, (93 N. Y. 313)	5050	Fish v. Branin, (28 N. J. L. 484) ..	1776
First Baptist Church v. Schnectady & T. Ry. Co., (5 Barb. N. Y. 79)	1938	Fish v. Collens, (21 La. Ann. 289)	923
First Drainage Dist., In re, (28 La. Ann. 513)	5019	Fish v. Higbee, (22 R. I. 223) ..	5033
First Methodist Episcopal Church v. Atlanta, (76 Ga. 131)	4328	Fish v. McGann, (205 Ill. 179) ..	981, 1225
First Municipality v. Blineau, (3 La. Ann. 688)	1601, 1942	Fishblatt v Atlantic City, (81 N. J. L. 64)	3182, 3187, 4816, 4851

(References are to Pages.)

Fishburn v. Chicago, (171 Ill. 338)	2646, 2653, 2657
Fisher, <i>In re</i> , (178 Pa. St. 325) ..	4263
Fisher v. Badger, (95 Mo. App. 289)	2058, 2271
Fisher v. Board of Liquidation, (56 Fed. 49)	4825
Fisher v. Boston, (104 Mass. 87) ..	5069, 5408, 5399
Fisher v. Bountiful City, (21 Utah, 29)	2474, 3041
Fisher v. Charleston, (17 W. Va. 595)	4973, 5273
Fisher v. Chicago, (213 Ill. 268) ..	4368
Fisher v. Geneseo, (154 Ill. App. 288)	5603
Fisher v. Georgia Vitrified Brick, etc. Co., (121 Ga. 621)	4297
Fisher v. Graham, (1 Cln. Ohio, 113)	1500
Fisher v. Harrisburg, (2 Grant Cases, Pa. 291)	832, 1545, 1559, 1583, 1587, 1923, 2157, 2208, 3028 3029, 3055, 3058
Fisher v. McGirr (1 Gray, Mass. 1)	1552, 1748
Fisher v. New Bern, (140 N. C. 506)	5400, 5518
Fisher v. People, (157 Ill. 85) ..	4478
Fisher v. Police Court, (86 Cal. 158)	592
Fisher v. Rochester, (6 Lans. N. Y. 225)	2824, 2827
Fisher v. St. Joseph Water Co., (151 Mo. App. 530)	3585, 3658
Fisher v. St. Louis, (44 Mo. 482)	4187, 4188
Fisher v. Seattle, (55 Wash. 396)	4648, 4825
Fisher v. Thirkell, (21 Mich. 1)	1986, 2898
Fisher v. Vaughan Township, (10 Up. Can. Q. B. 492)	570, 1478
Fisk v. Attorney General, (4 L. R. Eq. 521)	2493
Fisk v. Hartford, (69 Conn. 375) ..	3041, 3049
Fisk v. Kenosha, (26 Wis. 23) ..	539
Fisk v. Keokuk, (144 Ia. 187) ..	4546, 4547, 4568
Fisk v. Springfield, (116 Mass. 88)	4305
Fiske, <i>Ex parte</i> , (72 Cal. 125) ..	1518, 2063, 2069, 2074
Fiske v. Hazard, (7 R. I. 438) ..	806, 808, 809
Fiske v. People, (188 Ill. 206) ..	2184, 2650, 2653
Fister v. La Rue, (15 Barb. N. Y. 323)	2606, 2740
Fitch v. Board of Auditors, (133 Mich. 178)	426, 537, 5138
Fitch v. Madison, (24 Ind. 425) ..	5015, 5026
Fitch v. New York, (40 Hun, N. Y. 512)	1102
Fitch v. Pinckard, (5 Ill. 69) ..	360, 5011
Fitch v. San Francisco, (122 Cal. 285)	3725
Fitch v. Seymour Water Co., (139 Ind. 214)	3598, 5418
Fitch v. Smith, (57 N. J. L. 526) ..	1044
Fitchburg v. Fitchburg R. Co., (180 Mass. 535)	3005
Fitchburg Ry. Co. v. Grand Junction Ry. Co., (4 Allen, Mass. 198)	1763
Fitts v. Atlanta, (121 Ga. 567) ..	2047, 2160
Fitzer v. St. Paul City Ry. Co., (105 Minn. 221)	2961
Fitzgerald, <i>In re</i> , (82 N. Y. S. 811) 1022, 1038, 1039, 1206, 1218, ..	1240
Fitzgerald v. Berlin, (51 Wis. 81)	5713
Fitzgerald v. Berlin, (64 Wis. 203)	5672
Fitzgerald v. Degnon Cont. Co., (110 N. Y. S. 857)	5685
Fitzgerald v. Grand Trunk R. Co., (63 Vt. 169)	1636
Fitzgerald v. New Brunswick, (47 N. J. L. 479)	461, 1777
Fitzgerald v. Pawtucket St. Ry. (24 R. I. 201)	1061, 1279, 1324
Fitzgerald v. Saxton, (58 Ark. 494)	3286
Fitzgerald v. Sharon, (143 Ia. 730)	5440, 5448, 5549
Fitzgerald v. Sioux City, (125 Ia. 396)	4488, 4490, 4546
Fitzgerald v. Walker, (55 Ark. 148)	256, 410, 2635, 4135, 4149, 4517, 4811
Fitzhugh v. Duluth, (58 Minn. 427)	3960
Fitzpatrick v. Darby, (184 Pa. 645)	5730
Fitzpatrick v. Slocum, (89 N. Y. 358)	1167, 1175
Fitzsimmons v. Brooklyn, (102 N. Y. 536)	1115, 1128
Fitzsimmons v. O'Neill, (214 Ill. 494)	1225, 1226, 1227, 5284
Fix v. Bellew-Merritt Co., (123 N. Y. S. 248)	2858
Flaccus Glass Co. v. Brackenridge Borough, (226 Pa. 89) ..	2981
Flack v. Fry, (32 W. Va. 364) ..	2293
Flack v. Green Island, (122 N. Y. 107)	3245
Flack v. Hughes, (67 Ill. 384) ..	4805
Flagg v. Marion Co., (31 Ore. 18)	2599
Flagg v. Palmyra, (33 Mo. 440) ..	4843, 4929, 5296
Flagg v. School Dist. No. 70, (4 N. D. 30) 4807, 4873, 4887, 4937, ..	4938
Flagg v. Worcester, (13 Gray, Mass. 601)	4271, 5570
Flaherty, <i>In re</i> , (105 Cal. 558) ..	2219
Flaherty v. Atlantic City, (73 N. J. L. 458)	5030
Flaherty v. Fleming, (58 W. Va. 669)	2792
Flanagan v. Kansas City, (69 Mo. 462)	1121
Flanders v. Franklin, (70 N. H. 168)	3050, 5577
Flandreau v. Elsworth, (151 N. Y. 473)	3361
Flanigen v. Philadelphia, (19 Leg. Inst. Pa. 68)	1136
Flannagan v. Bloomington, (156 Ill. App. 162)	5443, 5451, 5488
Flannagan v. Buxton, (145 Wis. 81)	780, 800, 2575, 4599, 5052
Fleckner v. Bank of United States, (8 Wheaton, U. S. 338) ..	577
Fleetwood Sts., (8 Pa. Co. Ct. 210)	2792
Fleetwood v. Read, (21 Wash. 547)	2191, 2199, 2232, 2256
Fleishel & Kimsey v. Hightower, (62 Ga. 324)	2551
Fleming v. Appleton, (55 Wis. 90)	5142
Flemming v. Jersey City, (N. J. 42 Atl. 845)	2677, 2678
Fleming v. Kanawha County, (81 W. Va. 608)	5223
Fleming v. Montgomery Light Co., (100 Ala. 657)	3573

TABLE OF CASES.

5895

(References are to Pages.)

Fleming v. Mulhall, (9 Mo. App. 71)	1045, 1051, 1052
Fleming v. Suspension Bridge, (92 N. Y. 368)	4112, 4131
Fleming v. Wilmerding Borough, (223 Pa. 295)	5609, 5631
Flemington Borough, <i>In re</i> , (168 Pa. St. 628)	332, 335, 336
Flemingsburg v. Wilson, (1 Bush. Ky. 203)	3330
Flemming v. Hoboken, (40 N. J. L. 270)	4190
Flersheim v. Baltimore, (85 Md. 489)	3339
Fletcher v. Belfast, (77 Me. 334)	5104
Fletcher v. Collins, (111 Ga. 253)	967
Fletcher v. Collingswood, (N. J. 59 Atl. 90)	4653, 4659, 4668
Fletcher v. Dixon, (107 Md. 420)	2035, 2037
Fletcher v. Ellsworth, (53 Kan. 751)	5628
Fletcher v. Fuller, (120 U. S. 534)	1275
Fletcher v. Hickman, (136 Fed. 568)	1830, 1835, 1840, 4936
Fletcher v. Hickman, (165 Fed. 403)	1840, 4875
Fletcher v. Lowell, (15 Gray, Mass. 103)	1088, 1090, 1399
Fletcher v. Oshkosh, (18 Wis. 228)	4191
Fletcher v. Peck, (6 Cranch. U. S. 87)	1641, 1769
Fletcher v. Seattle, (43 Wash. 627)	4235
Fletcher v. Smith, (32 Colo. 473)	642
Fletcher v. Somerset R. Co., (74 Me. 434)	2300
Fletcher v. State, (7 Ohio Dec. 316)	2358
Flewellyn v. Proetzel, (80 Tex. 191)	1656
Flick v. Harpham, (13 Pa. Co. Ct. Rep. 648)	4761
Flick's Estate, (6 Kulp, Pa. 329)	2548
Flickinger v. Fay, (119 Cal. 590)	3931
Fliethman v. Cleveland C. C. & St. L. R. Co., (11 Ohio Dec. 543)	3610
Flieth v. Wausau, (93 Wis. 446)	5034
Flinn v. Peters, (3 Cal. App. 235)	4559
Flinn v. State, (24 Ind. 286)	263, 318
Flinn v. Strauss, (4 Cal. App. 245)	2675
Flint v. Pierce, (99 Mass. 68)	1404
Flint v. Russell, (5 Dillon C. C. 151)	1929
Flint v. Webb, (25 Minn. 93)	4473, 4492
Folmsbee v. Amsterdam, (142 N. Y. 118)	4229
Flood v. Atlantic City, (63 N. J. L. 530)	1495
Flood v. Leahy, (183 Mass. 232)	3447
Flood v. State, (19 Tex. Crim. App. 584)	1422, 1861, 1871
Flora v. Lee, (5 Ill. App. 629)	2400, 2434
Flora v. Naney, (136 Ill. 45)	5189, 5617, 5623
Flora v. Sachs, (64 Ind. 155)	1555
Florence v. Brown, (49 S. C. 332)	5047
Florence v. Woodruff, (Ala. 59 So. 435)	5446, 5651
Florhan Park v. Madison, (77 N. J. L. 260)	3145
Florhan Park v. Madison, (78 N. J. L. 446)	3186
Flori v. St. Louis, (69 Mo. 341)	4285, 5510
Florida East Coast R. Co. v. Worley, (49 Fla. 297)	3204, 3228, 3235, 3270
Florida, etc. R. Co. v. Columbia, (54 S. C. 266)	2190
Florida, etc. R. Co. v. Ocala St. & S. R. Co., (39 Fla. 306)	516, 2873, 2983, 2984, 3413
Florida Southern R. Co. v. Brown, (23 Fla. 104)	2818, 2945
Flournoy v. Jeffersonville, (17 Ind. 169)	4566
Floyd, <i>In re</i> , (53 N. Y. S. 709)	4418
Floyd v. Corbin, (140 Ky. 827)	2226
Floyd v. Eatonton, (14 Ga. 354)	2306, 2360, 2370
Floyd County v. Allen, (137 Ky. 575)	2607, 2754, 2771
Floyd County v. Atlanta Banking Co., (109 Ga. 778)	4513
Floyd County v. Day, (19 Ind. 450)	4754
Floyd County v. Rome St. R. Co., (77 Ga. 614)	2786
Floyd County v. State, (112 Ga. 794)	927
Fluker v. Union Point, (132 Ga. 568)	5359, 5366
Flynn v. Boston, (153 Mass. 372)	523
Flynn v. Canton Co., (40 Md. 312)	1467, 1468, 1824, 1853, 1983
Flynn v. King's County Elev. Co., (38 N. Y. S. 204)	3626
Flynn v. Little Falls Electric & W. Co., (74 Minn. 180)	310, 495, 1538, 2726, 5331, 5366
Flynn v. Neosho, (114 Mo. 567)	5244, 5753, 5754
Flynn v. Salem, (134 Mass. 351)	5390
Flynn v. Shenandoah, (19 Pa. Co. Ct. R. 622)	3050
Flynn v. Springfield, (120 Ill. App. 266)	983, 5185
Flynn v. Taylor, (127 N. Y. 596)	2884, 2885, 2886, 2961, 2963
Fobes v. Rome, etc. R. Co., (121 N. Y. 505)	3611
Fockler v. Kansas City, (94 Mo. App. 464)	5626
Foels v. Tonawanda, (27 N. Y. S. 113)	5729
Fogg v. Ocean City, (74 N. J. L. 362)	1711, 2900, 3397
Fohl v. Sleepy Eye Lake, (80 Minn. 67)	3142
Foland v. Frankton, (142 Ind. 546)	4734, 5119, 5371
Foley v. Bullard, (99 Cal. 516)	4545
Foley v. Cedar Rapids, (133 Ia. 64)	5165
Foley v. Doddridge County Court, (54 W. Va. 16)	2548
Foley v. Haverhill, (114 Mass. 352)	1330, 4305
Foley v. New York, (88 N. Y. S. 690)	5693
Foley v. Northup, (47 Tex. Civ. App. 277)	1818
Foley v. State, (42 Neb. 232)	1816, 1832
Foley v. Tyler, (161 Ill. 167)	1031
Folk v. Milwaukee, (108 Wis. 359)	5508
Folkerts v. Power, (42 Mich. 283)	5171
Folkerson v. Easton, (116 Pa. St. 523)	4224
Folks v. Yost, (54 Mo. App. 55)	4547
Follmann v. Mankato, (45 Minn. 457)	5577

(References are to Pages.)

Follmer v. Nuckollo Co., (6 Neb. 204)	2790	Foreman v. Marianna, (43 Ark. 324)	645
Folmar v. Curtis, (86 Ala. 354)	2409	Forest City R. Co. v. Day, (73 Ohio St. 83)	3437
Folmsbee v. Amsterdam, (21 N. Y. S. 42)	4233	Forman v. Bostwick, (139 App. Div. N. Y. 333)	1000
Folmsbee v. Amsterdam, (142 N. Y. 118)	4466	Forman v. New Orleans, etc. R. Co., (40 La. Ann. 446)	3720
Folsom v. Conklin, (3 Cal. App. 480)	1245	Forney v. Calhoun County, (84 Ala. 215)	3214
Folsom v. School Directors, (91 Ill. 402)	4815	Forney v. Melvin, (130 Ill. App. 203)	5770
Folsom Bros. v. New Orleans, (28 La. Ann. 936)	534	Forrest City v. Orgill, (87 Ark. 389)	2625
Folts Street, <i>In re</i> , (46 N. Y. S. 43)	3942	Forristal v. Milwaukee, (57 Wis. 628)	4196
Foltz v. Kerlin, (105 Ind. 221)	1000, 1003	Forristal v. People, (3 Ill. App. 470)	973
Folz v. Cincinnati, (2 Handy. Ohio, 261)	4188	Forry v. Ridge, (56 Mo. App. 615)	4510
Foncannon v. Kirksville, (88 Mo. App. 279)	5564	Forstall v. Consolidated Assn., (34 La. Ann. 770)	1653
Fond du Lac v. Moore, (58 Wis. 170)	1190	Forster v. Raznik, (46 Wash. 692)	2871
Fonda v. Brost, (2 Keyes, N. Y. 48)	3272	Forster v. Scott, (17 N. Y. S. 479)	3099
Fonda v. Louisville, (20 Ky. L. Rep. 1652)	5029	Forster v. Scott, (136 N. Y. 577)	3100
Fones Bros. Hdw. Co. v. Erb, (54 Ark. 645)	5354	Forsyth v. Atlanta, (45 Ga. 152)	5421
Foot v. Stiles, (57 N. Y. 399) ..	1318	Forsythe v. Baltimore & Ohio Tel. Co., (12 Mo. App. 494) ..	3471
Foote, <i>Ex parte</i> , (70 Ark. 12) ..	2446	Forsythe v. Hammond, (142 Ind. 505)	651
Foote v. Fire Department, (5 Hill, N. Y. 99)	2085	Forsyth v. Oswego, (95 N. Y. S. 1022)	5581
Foote v. Hancock, (Fed. Cas. No. 4,911)	4910	Forsyth v. Oswego, (191 N. Y. 441)	5583
Foote v. Salem, (14 Allen, Mass. 87)	4588	Forsyth v. Saginaw, (158 Mich. 201)	5725
Forker v. Sandy Lane, (130 Pa. 123)	5630	Fort Dodge v. Moore, (37 Ia. 388)	2556
Forbes v. Board of Health, (28 Fla. 26)	1933	Fort Dodge, etc. Co. v. Fort Dodge, (115 Ia. 568) ..	4747
Forbes v. Detroit, (139 Mich. 280)	2956	Fort Edward v. Fish, (86 Hun, 548)	4857
Forbes v. Elizabeth, (42 N. J. L. 56)	4313	Fort Edward v. Fish, (156 N. Y. 363)	5148
Forbes v. Grand, (23 Colo. 344) ..	4778	Fort Madison v. Moore, (109 Ia. 476)	4217
Forbes v. Meridian, (86 Miss. 243)	625	Fort Madison St. R. Co. v. Hughes, (137 Ia. 122)	2920
Forbis v. Bradbury, (58 Mo. App. 506)	4004	Fort Scott v. Brothers, (20 Kan. 455)	5583
Force & Co. v. Batavia, (61 Ill. 99)	4925	Fort Scott v. Dunkerton, (78 Kan. 189)	2406
Forchelmer v. Mobile, (84 Ala. 126)	1724	Fort Scott v. Elliott, (68 Kan. 805)	356
Ford v. Breen, (173 Mass. 52) ..	2320	Fort Scott v. Pelton, (39 Kan. 764)	1675
Ford v. Cartersville, (84 Ga. 213)	4747	Fort Scott v. W. G. Eads Brokerage Co., (117 Fed. 51) ..	4924
Ford v. Chicago, etc. R. Co., (14 Wis. 609)	3609	Fort Smith v. Ayers, (43 Ark. 82)	2200
Ford v. Clough, (8 Me. 334) ..	5150	Fort Smith v. Dodson, (46 Ark. 296)	1553
Ford v. Des Moines, (106 Ia. 94)	5688	Fort Smith v. Hunt, (72 Ark. 556)	3556
Ford v. Harbor Com'r, (81 Cal. 19)	1398	Fort Smith v. McKibbin, (41 Ark. 45)	2970
Ford v. Kansas City, (181 Mo. 137)	3922	Fort Smith v. Scruggs, (70 Ark. 549)	4980
Ford v. Kendall Borough School Dist., (121 Pa. 543)	5380	Fort Smith v. Scruggs, (70 Ark. 84)	5593
Ford v. North Des Moines, (80 Ia. 626)	304, 321,...	Fort Smith Bridge Co. v. Hawkins, (54 Ark. 509)	595
Ford v. Park Com. of Des Moines, (148 Ia. 1)	3147	Fort Smith Light & Traction Co. v. Kelley, (94 Ark. 461) ..	3478
Ford v. Thralkill, (84 Ga. 169) ..	1062	Fort Wayne v. Cody, (43 Ind. 197)	4503
Ford v. Toledo, (64 Ohio St. 92) ..	4393		
Fordyce v. State, (115 Wis. 608) ..	5236		
Fordyce v. Woman's Assn., (79 Ark. 550)	249		

TABLE OF CASES.

5897

(References are to Pages.)

Fort Wayne v. Coombs, (107 Ind. 75)	2836,	
3029, 3039, 3064, 4220, 5542, 5544		
Fort Wayne v. Duryee, (9 Ind. App. 620)	5729	
Fort Wayne v. Hamilton, (132 Ind. 487)	5386	
Fort Worth v. Crawford, (74 Tex. 404)	5448	
Fort Worth v. Howard, (3 Tex. Civ. App. 537)	4222, 4241	
Fort Wayne v. Jackson, (7 Blackf. 36)	572, 5172, 5183	
Fort Wayne v. Lake Shore, etc. R. Co., (132 Ind. 558)	1315, 2510, 2512, 2517, 2739, 3138, 3139, 4291, 4292	
Fort Wayne v. Lehr, (88 Ind. 62)	5031	
Fort Wayne v. Rosenthal, (75 Ind. 156)	1102, 1104, 1105, 1935	
Fort Wayne v. Shoaff (106 Ind. 66)	4376, 4527	
Fort Worth v. Cetti, (38 Tex. Civ. App. 117)	2809, 3316	
Fort Worth v. Johnson, (84 Tex. 137)	5739	
Fort Worth v. Mansfield, (44 Tex. Civ. App. 372)	2810	
Fort Worth v. Shero, (16 Tex. Civ. App. 487)	5581	
Fort Worth, etc. St. R. Co. v. Hawes, (48 Tex. Civ. App. 487)	1835	
Fort Worth Street Ry. Co. v. Rosedale St. Ry. Co., (68 Tex. 169)	3507	
Fortin v. Easthampton, (145 Mass. 196)	5737	
Fortunato v. New York, (58 N. Y. S. 688)	4200	
Fortune v. Missouri Ry. Co., (10 Mo. App. 252)	1596	
Fortune v. St. Louis, (23 Mo. 239)	5223, 5224	
Fortune v. Wilburton, (5 Ind. Ter. 251)	2305, 2430	
Fortune v. Wilburton, (142 Fed. 114)	2306	
Forty-second Street, <i>In re</i> , (11 Phila. Pa. 437)	3974	
Forty-second Street, etc. R. Co. v. Cantor, (93 N. Y. S. 943)	3504	
Fosdick v. Hemstead, (8 N. Y. S. 772)	5102	
Fosdick v. Hempstead, (125 N. Y. 581)	2497, 2506, 2507, 5102	
Fosdick v. Perrysburg, (14 Ohio St. 472) 314, 570, 691, 872, 4835, 4987		
Fosgate v. Hudson, (178 Mass. 225)	3181	
Foss v. Chicago, (56 Ill. 354)	3909, 4074	
Foss v. Cummings, (149 Ill. 353)	2653	
Fossett v. Bearce, (29 Me. 523)	1275, 1380, 1381	
Fossion v. Landry, (123 Ind. 136)	2955	
Foster v. Alton, (173 Ill. 587)	4044, 4188, 4528	
Foster v. Angell, (19 R. I. 285)	5139	
Foster v. Bigelow, (24 Ia. 379)	2549	
Foster v. Blount, (18 Ala. 687)	764	
Foster v. Board of Police Com'rs, (102 Cal. 483)	1606, 1758	
Foster v. Boston, (22 Pick Mass. 33)	4227, 4228	
Foster v. Boston, (127 Mass. 290)	5723	
Foster v. Brown, (55 Ia. 686)	1859	
Foster v. Cape May, (60 N. J. L. 78)	3909	
Foster v. Chicago, (197 Ill. 264)	5487, 5489	
Foster v. Chicago, (96 Ill. App. 4)	5487	
Foster v. Coleman, (10 Cal. 278)	4757	
Foster v. Davenport, (22 How. U. S. 244)	1688	
Foster v. Dunklin, (44 Mo. 216)	5214, 5215, 5216, 5217	
Foster & Co. v. Fowler, (60 Pa. St. 27)	251, 2551	
Foster v. Hare, (26 Tex. Civ. App. 177)	367	
Foster v. Joliet, (27 Fed. 899)	3507, 3508, 3678	
Foster v. Kansas, (112 U. S. 201)	1695, 1885	
Foster v. Kansas City, (114 Mo. App. 728)	5617	
Foster v. Kenosha, (12 Wis. 616)	4967, 4979	
Foster v. Lookout Water Co., (8 Lea, Tenn. 42)	3599	
Foster v. Monroe, (82 N. Y. S. 653)	3662	
Foster v. Moore, (4 Ir. L. R. 670)	1415, 1426	
Foster v. Philadelphia Gasworks Trustees, (12 Phila. Pa. 511)	3656	
Foster v. St. Louis, (71 Mo. 157)	4286, 5545, 5570, 5634	
Foster v. St. Louis, (4 Mo. App. 564)	1926, 5571	
Foster v. Shaw, (7 Serg. & R. 156)	582	
Foster v. Rhoads, (19 Johns. N. Y. 191)	1432	
Foster v. Wilmington, (8 Houst. Del. 415)	1124	
Foster v. Wood County, (9 Ohio St. 540)	446	
Foster v. Worcester, (164 Mass. 419)	2478, 3883	
Foudry v. St. Louis, etc. R. Co., (130 Mo. App. 104)	2860	
Foulke v. Agency City, (145 Ia. 471)	3250	
Fountain v. Jackson City, (50 Mich. 15)	1118, 1150	
Fountain v. Jackson, (50 Mich. 260)	1154	
Fountain v. Sacramento, (1 Cal. App. 461)	2607, 2622, 2624	
Fourmy v. Franklin, (126 La. 151)	2687, 2689, 2710	
Fournier v. West Bay City, (94 Mich. 463)	1304, 1305	
Fourth Ave., <i>In re</i> , (3 Wend. N. Y. 452)	4464	
Fourth Nat. Bank v. Dallas, (Tex. 73 S. W. 841)	4023	
Fourth Street, <i>In re</i> , (19 Pa. Co. Ct. Rep. 488)	1494	
Fow v. Roberts, (108 Pa. St. 489)	1754	
Fowle v. Alexandria, (3 Peters, U. S. 398)	2278, 5418, 5422, 5440, 5484	
Fowler, <i>In re</i> , (53 N. Y. 60) 3030, 3953		
Fowler v. Athens City Water-works Co., (83 Ga. 219)	3598	
Fowler v. Brooks, (188 Mass. 64)	5271	
Fowler v. F. C. Austin Mfg. Co., (5 Ind. App. 489)	4613	
Fowler v. Fountain Inn. (S. C. 73 S. E. 626)	4646	
Fowler v. Linquist, (138 Ind. 566)	3283, 5771	
Fowler v. St. Joseph, (37 Mo. 228)	1740, 4446, 4447	
Fowler v. Strawberry Hill, (74 Ia. 644)	5630	

(References are to Pages.)

Fowler v. Superior, (85 Wis. 411)	4725, 5357
Fowler v. Vandal, (84 Minn. 392)	2983
Fox, Appeal, (73 Conn. 68)	4530
Fox v. Bay City, (122 Mich. 499)	4180
Fox v. Bristol, (45 Ill. App. 330)	5093
Fox v. Chelsea, (171 Mass. 297)	5514, 5644, 5703, 5716
Fox v. Clark, (72 N. J. L. 100)	4641, 5124
Fox v. Clarke, (25 R. I. 515)	5648
Fox v. Fort Edward, (48 Hun, N. Y. 363)	353
Fox v. Fostoria, (14 Ohio Cir. Ct. R. 471)	5167
Fox v. Horah, (36 N. C. 358)	693
Fox v. Joliet, (150 Ill. App. 491)	5526
Fox v. Kendall, (97 Ill. 72)	379, 533, 5094
Fox v. McDonald, (101 Ala. 51)	975, 976, 992
Fox v. Manchester, (183 N. Y. 141)	5730
Fox v. Middlesborough Town Co., (96 Ky. 262)	4049
Fox v. Mohawk, etc. Socy., (48 N. Y. S. 625)	937
Fox v. New Orleans, (12 La. Ann. 154)	2680, 4109
Fox v. New York City Interborough R. Co., (98 N. Y. S. 338)	3434
Fox v. Ohio, (5 How. U. S. 410)	1877
Fox v. Philadelphia, (208 Pa. 127)	5410, 5474, 5508
Fox v. Rockford, (38 Ill. 451)	2803
Fox v. Seattle, (43 Wash. 74)	929, 4671
Fox v. Winona, (23 Minn. 10)	2006, 2905
Fox Amusement Co. v. McClellan, (114 N. Y. S. 594)	2245
Foxworthy v. Hastings, (25 Neb. 133)	5625, 5694
Foy v. Gardiner Water District, (98 Me. 82)	923
Foy v. Winston, (135 N. C. 439)	5600, 5753
Foy v. Winston, (126 N. C. 381)	5631, 5758
Frace v. Tacoma, (16 Wash. 69)	654, 655, 4997, 5010
Fractional School Dist. No. 1 v. Joint Board of School In., (27 Mich. 3)	5244
Fragley v. Phelan, (126 Cal. 383)	311, 371
Fralich v. Barlow, (25 Ind. App. 383)	1305
Fralinger v. Cooke, (108 Md. 682)	2881, 2950
Frame v. Felix, (167 Pa. St. 47)	1729, 2651, 2686, 4034, 5356
Framingham Water Co. v. Old Colony R. Co., (176 Mass. 404)	3180
Francis v. Blair, (96 Mo. 515)	943, 976, 5048
Francis v. Newark, (58 N. J. L. 522)	1229
Francis v. Troy, (74 N. Y. 338)	2599, 2609
Frank, <i>Ex parte</i> , (52 Cal. 606)	1574, 1583, 1597, 1601, 1604, 2199, 2226
Frank v. Atlanta, (72 Ga. 428)	1930
Frank v. Decatur (174 Ind. 388)	780
Frank v. Hudson County, (39 N. J. L. 347)	2556
Frank v. Rome, (109 N. Y. S. 247)	5274
Frank v. St. Louis, (145 Mo. 600)	5487
Frank v. State, (154 Cal. 730)	4192
Frank v. Warsaw, (198 N. Y. 463)	5678, 5764
Frank v. Warsaw, (101 N. Y. S. 938)	5447
Frank A Menne Factory v. Harback, (85 Ark. 278)	1662
Franke v. Paducah Water Supply Co., (88 Ky. 467)	2217, 3585
Franke v. St. Louis, (110 Mo. 516)	5589, 5606
Frankford R. Co. v. Philadelphia, (58 Pa. St. 119)	2087, 2088, 3532, 3552
Frankfort v. Allen, (26 Ky. L. Rep. 581)	5483
Frankfort v. Aughe, (114 Ind. 77)	1818, 1826, 1828, 1871, 2118, 2326, 2355
Frankfort v. Brawner, (100 Ky. 166)	1074, 1075, 1127
Frankfort v. Brislan, (31 Ky. L. Rep. 867)	3946
Frankfort v. Buttmer, (146 Ky. 815)	5545
Frankfort v. Capital Gas & E. L. Co., (16 Ky. L. Rep. 780)	3862
Frankfort v. Coleman, (19 Ind. App. 368)	2030, 2830, 2834, 5617
Frankfort v. Commonwealth, (25 Ky. L. Rep. 311)	5446
Frankfort v. Commonwealth, (29 Ky. L. Rep. 699)	3813
Frankfort v. Farmers Bank, (22 Ky. L. Rep. 1738)	4499
Frankfort v. Frankfort Safety Vault & Trust Co., (115 Ky. 660)	5035
Frankfort v. Gaines, (88 Ky. 59)	4995
Frankfort v. Howard, (25 Ky. L. Rep. 111)	4274
Frankfort v. Mason & Foard Co., (100 Ky. 48)	312
Frankfort v. Murray, (99 Ky. 422)	3919, 4070
Frankfort, v. Scott, (101 Ky. 615)	5008
Frankfort v. Stone, (108 Ky. 400)	4998
Frankfort v. Winterport, (54 Me. 250)	699, 809, 853
Frankfort Bridge Co. v. Frankfort, (18 B. Monroe, Ky. 41)	578
Franklin v. Croll, (31 Ohio St. 647)	640, 641
Franklin v. Gardiner Sav. Inst., (119 Fed. 36)	4809
Franklin v. Hancock, (18 Pa. Super. Ct. 398)	4428, 4461
Franklin v. Hancock, (204 Pa. St. 110)	4332, 4428, 4453, 4536, 4539
Franklin v. Harter, (127 Ind. 446)	5758
Franklin v. House, (104 Tenn. 1)	5637
Franklin v. Lathrop, (9 Kan. 453)	3234, 3309, 3320, 3327, 3336, 3337
Franklin v. Layman, (43 Ill. App. 163)	2590
Franklin v. Maberry, (6 Humph. Tenn. 368)	3921
Franklin v. Nutley Water Co., (53 N. J. Eq. 601)	3377, 3775
Franklin v. Ottawa, (49 Kan. 747)	4423
Franklin v. Westfall, (27 Kan. 614)	1797, 2273
Franklin County Com'rs v. Lathrop, (9 Kan. 453)	3346
Franklin's Estate, <i>In re</i> , (150 Pa. St. 437)	2493, 2504
Franklin Falls Pulp Co. v. Franklin, (66 N. H. 274)	5013

TABLE OF CASES.

5899

(References are to Pages.)

Franklin Ins. Co. v. Louisville, (20 Ky. L. Rep. 489)	5010	Freeland, <i>In re</i> , (2 Pa. Dist. 780)	640, 641
Franklin Savings Bank v. Framingham, (Mass. 98 N. E. 925)	4580	Freeland v. Hastings, (10 Allen, Mass. 570)	807, 808, 861, 5039
Franklin Trust Co. v. Peninsular Pure Water Co., (161 Fed. 855)	3563, 3779	Freeland v. Muscatine, (9 Ia. 461)	5394
Franklin Wharf Co. v. Portland, (67 Me. 46)	3051, 3950, 5563	Freeland v. People, (16 Ill. 380)	1865, 1875
Franklin St., <i>In re</i> , (14 Pa. Super. Ct. 403)	3147	Freeland v. Stillman, (49 Kan. 197)	279, 5074
Franklinton v. Police Jury, (126 La. 2)	4417	Freeman v. Boston, (5 Metc. Mass. 56)	813, 863
Franks v. Holly Grove, (93 Ark. 250)	5064, 5398, 5443	Freeman v. Bourne, (170 Mass. 289)	1231
Frantz v. Jacob, (88 Ky. 525)	4336, 4339, 4857, 5351	Freeman v. Brooks, (62 N. Y. S. 761)	1090
Fraser v. Alexander, (75 Cal. 147)	1206	Freeman v. Chanute, (68 Kan. 573)	4166
Frasher v. Rader, (124 Cal. 132)	5210	Freeman v. Huron, (10 S. D. 368)	4764, 4768, 4769, 4776
Frazier v. Virginia Military Institute, (81 Va. 59)	246	Freeman v. Independence, (123 Ia. 1)	5629
Frazier v. Warfield, (13 Md. 279)	815	Freeman v. Macon Gaslight & Water Co., (126 Ga. 843)	3784
Frater v. Baylen St. Wharf Co., (57 Fla. 63)	2800	Freeman v. Philadelphia, (13 Phila. Pa. 154)	5069
Frauenthal v. Slaten, (91 Ark. 350)	3234, 3245, 3269	Freemantle v. Throwsters Co., (1 Lev. 229)	1599
Frayser v. State, (16 Lea, Tenn. 671)	3448	Freeport v. Isbell, (83 Ill. 440)	3861, 5717, 5718
Frazer, <i>In re</i> , (68 Mich. 396)	1560, 1574, 1581, 1585, 1917, 2043, 2219	Freeport v. Marks, (59 Pa. St. 253)	1185, 1529
Frazer v. Cedar Rapids, (151 Ia. 251)	5681	Freeport Street R. Co. v. Freeport, (151 Ill. 451)	4080
Frazer v. Chicago (186 Ill. 480)	1934, 3099, 5453	Freeport Waterworks Co., Appeal of, (129 Pa. 605)	3411
Frazier v. Georgia Railroad, (101 Ga. 70)	5109	Freeport Water Co. v. Freeport, (180 U. S. 587)	7821, 1648, 1736, 1769, 1772, 3706, 3716, 3717, 3718, 3723
Frazier v. Butler, (172 Pa. 407)	5723	Freeport Waterworks Co. v. Prager (3 Pa. Co. Ct. R. 371) ..	3412
Frazier v. Draper, (51 Mo. App. 163)	1452, 2050	Freiday v. Sioux City Rapid Transit Co., (92 Ia. 191)	3626
Frazier v. East Tennessee Tel. Co., (115 Tenn. 416)	3638, 3641	Frelinghuysen v. Morristown, (76 N. J. L. 271)	3036
Frazier v. St. Luke's Church, (147 Pa. St. 256)	2503	Frelinghuysen v. Morristown, (77 N. J. L. 493)	3887, 4315
Fred v. Kansas City Cable R. Co., (65 Mo. App. 121)	4234	Fremont v. Dunlap, (69 Ohio St. 286)	5672, 5730
Frederick v. Augusta, (5 Ga. 561)	4968	Fremont v. Hayes, (4 Ohio N. P. 379)	4551
Frederick v. Columbus, (58 Ohio St. 538)	5068, 5069, 5070	Fremont v. June, (8 Ohio Cir. Ct. 124)	3850
Frederick v. Gloversville, (97 N. Y. S. 1105)	5190	Fremont v. June, (54 Ohio St. 663)	3892
Frederick v. People, (83 Ill. App. 89)	2734, 4761	Fremont v. Perkins, (5 Wyo. 166)	342
Frederick v. Winchester, (84 Va. 467)	3332	French v. Auburn, (62 Me. 452)	2754
Frederick Electric L. & P. Co. v. Frederick City, (84 Md. 599)	5013	French v. Barber Asphalt Pav. Co., (181 U. S. 324)	3848, 4119, 4332, 4459
Frederick St., <i>In re</i> , (155 Pa. St. 623)	4313	French v. Barre, (58 Vt. 567) ..	355
Frederick St., <i>In re</i> , (11 Pa. Co. Ct. Rep. 114)	3983	French v. Boston, (129 Mass. 592)	5500
Frederick St., <i>In re</i> , (150 Pa. St. 202)	3916, 3989	French v. Burlington, (42 Ia. 614)	4702, 4703, 4715, 4744
Fredonia v. Rice, (115 Ky. 443)	599	French v. Cowan, (79 Me. 426)	978
Free Press Ass'n v. Nichols, (45 Vt. 7)	2704	French v. District of Columbia, (32 App. D. C. 106)	1909
Freedom v. Norris, (128 Ind. 377)	3325, 3341, 3345	French v. Edwards, (13 Wall. U. S. 506)	4436
Freehill v. Porter, (65 Cal. 603)	4920	French v. Jones, (191 Mass. 522)	3474
Freeholders of Atlantic v. Tilton, (39 N. J. L. 605)	5094	French v. Lawrence, (190 Mass. 230)	1162
Freeholders of Essex v. Barber, (7 N. J. L. 64)	2223	French v. Millville, (67 N. J. L. 349)	2489
Freel, <i>In re</i> , (38 N. Y. S. 143) ..	5139	French v. Millville, (66 N. J. L. 392)	4613
Freel v. School of Crawfordsville, (142 Ind. 27)	5380	French v. National Surety Co., (135 Cal. 636)	4213
Freeland, <i>In re</i> , (7 Kulk. 107) ..	648	French v. Powell, (135 Cal. 636) ..	4212
Freeland, <i>Ex parte</i> , (38 Tex. Crim. App. 321)	1861, 1871, 1875, 1877		
Freeland, <i>In re</i> , (22 Pa. Co. Ct. Rep. 403)	668, 671		

(References are to Pages.)

French v. Quincy, (8 Allen, Mass. 9)	2472, 2478, 2512	
Finch v. Riverside, (87 Cal. 597)	1108	
French v. Robb, (67 N. J. L. 260)	2938, 3509	
French v. Teschemaker, (24 Cal. 518)	873	
French v. Wilmington, (75 N. C. 477)	4984, 4987	
French v. Woodward, (58 Mo. 66)	1760	
Frankenstein v. Cumisky, (46 N. Y. Misc. Rep. 485)	1187	
Fresno Canal & Irrigation Co. v. McKenzie, (Cal. 65 Pac. 473)	4633, 5143	
Fresno Canal & Irr. Co. v. McKenzie, (135 Cal. 497)	5186, 5146	
Fretwell v. Troy, (18 Kan. 271)	2190, 2203, 2229	
Frevert v. Bayonne, (63 N. J. L. 202)	4380, 4461	
Frey v. Chicago, etc. R. Co., (78 Ill. 399)	1733	
Frey v. Michie, (68 Mich. 323) ..	1025	
Frey v. Morristown, (22 Montg. Co. Rep. 118)	1601	
Frick v. Kansas City, (117 Mo. App. 488)	5449, 5450	
Friday v. Floyd, (63 Ill. 50) ..	1432, 1553	
Friedenwald v. Baltimore, (74 Md. 116)	4383, 4385	
Friedenwald v. Shipley, (74 Md. 220)	4016	
Friedman v. New York, (116 N. Y. S. 750)	5636	
Friedman v. Snare, Triest & Co., (71 N. J. L. 605)	2818, 2887	
Friedrich v. Milwaukee, (114 Wis. 304)	4461	
Friel v. McAdoo, (91 N. Y. S. 454)	1097, 1093	
Friend v. Gilbert, (108 Mass. 408)	4591	
Friend v. Pittsburg, (131 Pa. St. 305)	4920	
Fries v. New York & H. R. R. Co., (169 N. Y. 270)	2854, 3624	
Friesner v. Charlotte, (91 Mich. 504)	830	
Friets v. Somerville Board of Com'rs, (7 N. J. L. 90)	3973	
Frisbie v. Columbus, (12 Ohio C. C. N. S. 23)	2192	
Frisbie v. Fogg, (78 Ind. 269) ..	5280	
Frith v. Dubuque, (45 Ia. 406) ..	3531, 4244, 4251	
Fritsch v. Salt Lake County, (15 Utah, 83)	4683	
Fritts v. Charles, (145 Cal. 512) ..	1720	
Fritts v. Kuhl, (51 N. J. L. 191) ..	439	
Fritz v. San Francisco, (132 Cal. 373)	4670, 4816	
Fritz v. Watertown, (21 S. D. 280)	5618	
Froelich v. New York, (199 N. Y. 466)	5483	
Frommer v. Richmond, (31 Gratt. Va. 646)	2212, 2252, 2281	
Front Street, <i>in re</i> , (24 Pa. Co. Ct. R. 88)	1502	
Frorer v. People, (141 Ill. 171) ..	1979, 2177	
Frosh v. Galveston, (73 Tex. 401) ..	4015	
Frost v. Belmont, (6 Allen, Mass. 152)	809, 4599	
Frost v. Board of Review, (113 Ia. 547)	4530	
Frost v. Central City, (134 Ky. 434)	4668, 4671, 4733, 4822	
Frost v. Cherry, (122 Pa. 417) ..	435, 487, 493	
Frost v. Chicago, (173 Ill. 250) ..	1910	
Frost v. Port Chester, (123 N. Y. S. 768)	5637	
Frost v. State, (153 Ala. 654) ..	355, 996	
Frostburg v. Dufty, (70 Md. 47) ..	3064, 5542, 5544	
Frostburg v. Hitchins, (99 Md. 617)	2893, 2931	
Frostburg v. Wineland, (98 Md. 239)	833, 1995, 2863, 2866, 2931, 4281	
Frothingham v. Bensen, (44 N. Y. S. 879)	3577, 3591	
Fruehwirth v. South Amboy, (76 N. J. L. 68)	2421, 2441	
Fruin v. Meredith, (145 Mo. App. 586)	4546	
Fruin-Bambrick Constr. Co. v. Geist, (37 Mo. App. 509)	835, 1358, 1368, 2571, 2571, 4080, 4309	
Fruin-Bambrick Const. Co. v. St. Louis Shovel Co., (211 Mo. 524) ..	4337	
Frush v. East Portland, (6 Ore. 281)	4193	
Fry v. Armstrong, (109 Mo. App. 482)	5207	
Fry v. Mercer, (4 Pa. Co. Ct. R. 604)	5694	
Fryer v. Norton, (67 N. J. L. 537)	1077, 1081	
Fuchs v. St. Louis, (133 Mo. 168)	3064, 5547	
Fuchs v. St. Louis, (167 Mo. 620)	3016, 3018, 5550	
Fuess v. Kansas City, (191 Mo. 692)	3101	
Fugate v. McManama, (50 Mo. App. 39)	5343	
Fugere v. Cook, (27 R. I. 134) ..	5580	
Fulgum v. Nashville, (8 Lea, Tenn. 635)	2223, 5029	
Fuller v. Atlanta, (66 Ga. 80) ..	2895, 4229	
Fuller v. Attorney-General, (98 Mich. 96)	1213	
Fuller v. Belleville, (67 N. J. Eq. 468)	3297	
Fuller v. Chicago, (89 Ill. 282) ..	4716, 4758, 5031	
Fuller v. Grand Rapids, (105 Mich. 529)	2975, 4037, 4218	
Fuller v. Groton, (11 Gray, Mass. 340)	1111, 1323	
Fuller v. Heath, (1 Ill. App. 118) ..	4751	
Fuller v. Heath, (89 Ill. 296) ..	304, 1473, 4639, 4714, 4758	
Fuller v. Jackson, (82 Mich. 480) ..	5609, 5618, 5623, 5723, 5734, 5735	
Fuller v. Mt. Vernon, (171 N. Y. 247)	4229, 4271	
Fuller v. Mower, (81 Me. 380) ..	1176, 1182	
Fuller v. Redding, (13 App. Div. N. Y. 61)	2039, 2395, 2413	
Fuller v. Scranton, (Pa. 4 Atl. 467)	2680	
Fullerton v. Des Moines, (Iowa, 115 N. W. 607) ..	791, 820, 5344, 5347	
Fullerton v. Des Moines, (147 Ia. 254)	2667, 2762, 4180	
Fullerton v. Spring, (3 Wis. 667) ..	1792	
Fulliam v. Muscatine, (70 Ia. 436)	5619	
Fullmer, <i>in re</i> , (33 Utah, 43) ..	615, 634, 648, 649	
Fulton v. Cummings, (132 Ind. 453)	828	
Fulton v. Davenport, (17 Ia. 401)	619, 624, 5008	
Fulton v. District of Columbia, (2 App. Cas. D. C. 431)	2170	
Fulton v. Dover, (8 Houst. Del. 78)	3982	

TABLE OF CASES.

5901

(References are to Pages.)

Fulton v. Lincoln, (9 Neb. 358)	2608, 4047
Fulton v. Mehrenfeld, (8 Ohio St. 440)	3204, 3307
Fulton v. Mehrenfeld, (1 Disn. Ohio 151)	3204
Fulton v. Mehrenfeld, (2 Handy, Ohio 176)	3287, 3310
Fulton v. Norteman, (60 W. Va. 562)	1601, 1678
Fulton v. Northern Illinois College, (158 Ill. 333)	879, 4608
Fulton v. Riverton, (42 Minn. 395)	4887, 4910
Fulton v. Short-Route Ry. Transfer Co., (85 Ky. 640)	8610, 3624
Fulton v. Sims, (127 Mo. App. 677)	2158
Furhman v. Huntsville, (54 Ala. 263)	2354, 1831, 2354, 2433, 2450
Fulton Street, <i>In re</i> , (29 How. Pr. 429)	3462, 4352, 4359
Fulweiler v. St. Louis, (61 Mo. 479)	2301
Furbish v. Hall, (8 Me. 315)	5100, 5156
Furgeson v. Staples, (82 Me. 159)	4772
Furman v. New York, (10 N. Y. 567)	885
Furman St., <i>In re</i> , (17 Wend. N. Y. 649)	595
Furnell v. St. Paul, (20 Minn. 117)	5474, 5622, 5623, 5720, 5733
Furrrh v. State, (6 Tex. Civ. App. 221)	343, 586
Furth v. McIntosh, (2 Wash. 108)	1143
F. V. Smith Contracting Co. v. New York, (100 N. Y. S. 756)	4197
F. V. Smith Contracting Co. v. New York, (128 N. Y. S. 351)	4177
Fyfe v. Turtle Creek Borough, (22 Pa. Super. Ct. 292)	3939, 3941, 3945, 4272
G.	
Gable v. Altoona, (200 Pa. 15)	4725, 4794
Gable v. Cedar Rapids, (150 Ia. 108)	2986, 3004, 3005, 3282, 3306
Gabel v. Houston, (29 Tex. 335)	1415, 1416, 1733, 1734, 2129
Gachet v. New Orleans, (52 La. Ann. 813)	2556
Gadd v. Detroit, (142 Mich. 683)	1086
Gaddis v. Richland County, (92 Ill. 119)	532, 4870, 4878, 4893
Gadsby v. Portland, (38 Ore. 135)	4985
Gadsden v. Mitchell, (145 Ala. 137)	3399, 3425, 3482, 3667, 3778, 3805
Gadsden v. Strother, (Ala. 55 So. 189)	3269, 3271
Gaetjens v. New York, (116 N. Y. S. 759)	5069
Gaffney v. Dixon, (157 Ill. App. 589)	5723
Gaffney v. Gough, (36 Cal. 104)	4535, 4538
Gafney v. San Francisco, (72 Cal. 146)	3934, 3962, 3988, 4160, 4188, 4197
Gage v. Chicago, (143 Ill. 157)	4064
Gage v. Chicago, (162 Ill. 313)	4020
Gage v. Chicago, (191 Ill. 210)	3951
Gage v. Chicago, (192 Ill. 586)	4057, 4352
Gage v. Chicago, (193 Ill. 108)	3970
Gage v. Chicago, (195 Ill. 490)	3951, 4467, 4472
Gage v. Chicago, (196 Ill. 512)	3988, 4061, 4070, 4467

Gage v. Chicago, (201 Ill. 93)	3975, 3978, 4063, 4096
Gage v. Chicago, (203 Ill. 26)	3974, 4039, 4066, 4070, 4336
Gage v. Chicago, (207 Ill. 56)	4028, 4040
Gage v. Chicago, (216 Ill. 107)	4068, 4474, 4791, 4792
Gage v. Chicago, (223 Ill. 602)	4020, 4437
Gage v. Chicago, (227 Ill. 137)	4067, 4080
Gage v. Chicago, (225 Ill. 218)	4020, 4066, 4437
Gage v. Conners, (126 N. Y. S. 1041)	3440, 3456
Gage v. Graham, (57 Ill. 144)	3900
Gage v. New York, (97 N. Y. S. 157)	2656, 2659, 2661, 2666, 2675, 4137, 5336
Gage v. People, (193 Ill. 316)	4038, 3954
Gage v. People, (200 Ill. 432)	4561, 4562
Gage v. People, (205 Ill. 547)	4544, 4564
Gage v. People, (213 Ill. 468)	4501
Gage v. People, (225 Ill. 144)	4346
Gage v. Saginaw, (128 Mich. 682)	5038
Gage v. Springer, (211 Ill. 200)	1166, 1174
Gage v. Wilmette, (230 Ill. 428)	1732, 4020, 4071
Gaghaghan v. Begley, (32 Pa. Co. Ct. R. 377)	2156
Gaines v. Thompson, (7 Wall. U. S. 347)	5275
Gagnier v. Fargo, (11 N. D. 73)	5649
Gaines v. Waters, (64 Ark. 609)	1920
Gainesville v. Caldwell, (81 Ga. 76)	572
Gainesville v. Dean, (124 Ga. 750)	4542
Gainesville v. Simmons, (96 Ga. 477)	4649, 5339
Gainesville v. Thomas, (61 Fla. 538)	3302, 3342
Gainesville Water Co. v. Gainesville, (103 Tex. 394)	3771
Gainesville Water Co. v. Gainesville, (57 Tex. Civ. App. 257)	3771
Galocchio v. State, (9 Tex. App. 387)	2397
Galther v. Green, (40 La. Ann. 362)	1373
Galbraith v. Knoxville, (105 Tenn. 453)	4923
Galbraith v. Oliver, (3 Pitts. Pa. 78)	1915
Galbreath v. Knoxville, (Tenn. 59 S. W. 178)	4923
Galbreath v. Moberly, (80 Mo. 484)	1138
Galbreath v. Newton, (30 Mo. App. 380)	845, 3910, 3912, 4485, 4487, 4540
Galbreath v. Newton, (45 Mo. App. 312)	2671
Gale v. Dover, (68 N. H. 403)	3016, 3020
Gale v. Kalamazoo, (23 Mich. 344)	2131, 2132, 2714, 2729, 4116
Gale v. Kalamazoo, (1 Mich. N. P. 5)	840
Gale v. Mead, (4 Hill, N. Y. 109)	1788
Gale v. Mead, (2 Denio. N. Y. 160)	914
Gale v. Moscow, (15 Idaho, 332)	1268, 1321

(References are to Pages.)

Gale v. South Berwick, (51 Me. 174)	864	Galveston v. Brown, (28 Tex. Civ. App. 274)	5064, 5477, 5495
Galen Hall Co. v. Atlantic City, (76 N. J. L. 20)	1816, 1830, 1832	Galveston v. Galveston City Ry. Co., (46 Tex. 435)	3468
Galena v. Corwith, (48 Ill. 423)	4824	Galveston v. Guaranty Trust Co., (107 Fed. 325)	4543, 4546, 4547
Galena v. Galena Water Co., (132 Ill. App. 332)	3598, 3601	Galveston v. Heard, (54 Tex. 420)	2670, 3922, 3924, 4035, 4467, 4560
Galena v. United States, (5 Wall. U. S. 705)	4962	Galveston v. Hemmis, (72 Tex. 558)	5645
Galesburg v. Benedict, (22 Ill. App. 111)	5125, 5580	Galveston v. Hutches, (Tex. Civ. App. 76 S. W. 214)	967, 968, 978, 2529
Galesburg v. Galesburg Water Co., (34 Fed. 675)	3465, 3686	Galveston v. J. M. Guffey Petroleum Co., (51 Tex. Civ. App. 642)	5002
Galesburg v. Hawkinson, (75 Ill. 152)	286, 599, 602, 617	Galveston v. Loonie, (54 Tex. 517)	4579
Galesburg v. Higley, (61 Ill. 287)	5690, 5692	Galveston v. Menard, (28 Tex. 349)	881, 2971, 3894
Galesburg v. Searles, (114 Ill. 217)	4055, 4459	Galveston v. Morton, (58 Tex. 409)	1405, 2616, 2765
Galindo v. Walter, (8 Cal. App. 234)	780, 794	Galveston v. Posnainsky, (62 Tex. 118)	277, 5396, 5401, 5589, 5675, 5773
Gall v. Cincinnati, (18 Ohio St. 568)	2132, 5367	Galveston v. Reagan, (Tex. 43 S. W. 48)	5676
Gallagher v. Dodge, (48 Conn. 387)	2959	Galveston v. Sydnor, (39 Tex. 236)	5034
Gallagher v. Flury, (99 Md. 181)	2245	Galveston City Ry. Co. v. Galveston St. Ry. Co., (63 Tex. 529) ..	3508
Gallagher v. Goldfrank, (63 Tex. 473)	2377	Galveston, etc. Ry. Co. v. Galveston, (96 Tex. 520)	5031, 5035
Gallagher v. Johnson, (30 Ohio Whly. Law Bul. 139)	3439	Galveston, etc. R. Co. v. Galveston, (90 Tex. 398)	3449, 3458
Gallagher v. Johnson, (1 Ohio S. & C. P. Dec. 264)	5337	Galveston, etc. Ry. v. Harris, (Tex. Civ. App. 1896, 36 S. W. 776)	1493
Gallagher v. New York, (115 App. Div. N. Y. 662)	1156, 1157	Galveston, etc. R. Co. v. Houston E. Co., (57 Tex. Civ. App. 170) ..	3617
Gallagher v. Philadelphia, (4 Pa. Super. Ct. 60)	3575	Galveston, etc. Ry. Co. v. Washington, (94 Tex. 510)	1842
Gallagher v. St. Paul, (28 Fed. 305)	3294, 5765	Galveston, etc. R. Co. v. White, (Tex. 32 S. W. 186)	5608
Gallagher v. Tipton, (133 Mo. App. 557)	5424, 5627, 5699	Galveston Wharf Co. v. Gulf, etc. R. Co., (81 Tex. 494)	3470
Gallagher v. Tipton, (152 Mo. App. 412)	5708	Galvin v. New York, (112 N. Y. 223)	5503
Gallaher v. Bartlett, (64 Mo. App. 258)	4485, 4487	Gambill v. Endrich Bros., (143 Ala. 506)	780
Gallaher v. Garland, (126 Ia. 206)	4077, 4349, 4500, 4517, 4522	Gambill v. Schmuck, (131 Ala. 321)	2322
Gallaher v. Head, (72 Ia. 173) ..	3898	Gamble v. Montgomery, (147 Ala. 682)	2232, 2258
Gallaher v. Jefferson, (125 Ia. 324)	1795, 2864, 4100, 4292, 4296	Gamble v. Philadelphia, (14 Phila. Pa. 223)	4615
Gallaher v. Moundsville, (34 W. Va. 730)	5372	Gamble v. Rural Independent School Dist., (132 Fed. 514) ..	4863, 4875, 4876, 4915, 4929, 4936
Gallaher v. Smith, (55 Mo. App. 116)	3912, 3953, 4075, 4097	Gamble v. Watkins, (7 Hun, N. Y. 448)	805, 2578
Gallamore v. Olympia, (34 Wash. 379)	5126	Gamewell Fire Alarm Tel. Co. v. Laporte, (102 Fed. 417) ..	2771, 4751
Gallatin v. Fannin, (128 Mo. App. 324)	2328	Gammon v. Lafayette County, (76 Mo. 675)	1115, 1117
Gallatin v. Tarwater, (143 Mo. 40) 1444, 1629, 2125, 2327, 2328, ..	2344	Gannett v. Independent Telephone Co., (106 N. Y. S. 3) ..	3382
Gallerno & Rochester Tp., <i>In re</i> , (46 Up. Can. Q. B. 279)	1520	Gannon v. Laclede Gas Light Co., (145 Mo. 502)	1471, 2014
Gallia County v. Holcombe, (7 Ohio, 232)	277, 778	Gannon v. Wilson, (Pa. 1886, 5 Atl. 381)	1856
Gallipolis v. Trustees of Waterworks, (4 Ohio Dec. 101)	3865	Gano v. Eshelby, (10 Ohio Dec. 442)	4135
Gallitzen Borough v. Gains, (15 Pa. Co. Ct. R. 337)	2422	Gano v. State, (10 Ohio St. 237) ..	978
Galloso v. Sikeston, (124 Mo. App. 380)	2913	Ganson v. Buffalo, (2 Abb. Dec. N. Y. 236)	3990
Galloway v. Corbitt, (52 Mich. 460)	2426	Gant, Appeal of, (23 Pitts. Leg. J. N. S. 219)	3998
Galloway v. Memphis, (116 Tenn. 736)	665, 5016	Gantz, <i>In re</i> , (23 Hun, 354)	4511
Galloway v. Tavares, (37 Fla. 58)	2803	Ganz v. Ohio Postal Tel. Cable Co., (140 Fed. 692)	3544, 3545
Gallup v. Liberty Co., (57 Tex. Civ. App. 175) 2733, 2734, 2735, ..	2742	Garbanti v. Durango, (30 Colo. 358)	5759
Gallup v. Tracy, (25 Conn. 10) ..	1303	Garden City v. Abbott, (34 Kan. 283)	2212, 2267, 1420, 1434
Galt v. Chicago, (174 Ill. 605) ..	1759, 1765, 1795, 4506		
Galveston v. Barbour, (62 Tex. 172)	5589, 5622		

TABLE OF CASES.

5903

(References are to Pages.)

Garden City v. Trigg, (57 Kan. 632)	4009, 4012	Garrett v. Aby, (47 La. Ann. 618)	765
Garden City, etc. R. Co. v. Nation, (82 Kan. 345)	4605, 4807	Garrett v. Janes, (65 Md. 260)	1490, 2070, 2081
Gardner v. Bluffton, (173 Ind. 454)	4012, 4304	Garrett v. St. Louis, (25 Mo. 505)	4327, 4329, 4330, 4340
Gardner v. Johnston, (16 R. I. 94)	4048, 4236	Garrett v. State, (49 N. J. L. 94)	1942
Gardner v. Tisdale, (2 Wis. 153)	3198, 3200, 3209	Garrett v. Winterich, (44 Ind. App. 322)	5539
Gardner, <i>In re</i> , (6 Hun, N. Y. 67)	2641, 4163	Garrigan v. Knight, (47 Ia. 525)	5202
Gardner v. Benn, (81 Kan. 442)	654, 5040	Garrigus v. Howard County, (157 Ind. 103)	2579
Gardner v. Board of Health of N. Y., (10 N. Y. 409)	272	Garrison v. Atlanta, (68 Ga. 64)	1722, 5197
Gardner v. Boston, (106 Mass. 549)	4516	Garrison v. Borio, (61 N. J. Eq. 236)	4199, 4201, 4203
Gardner v. Burke, (61 Neb. 534)	923	Garrison v. Chicago, (Fed. Cas. No. 5255)	829, 2586, 2724
Gardner v. Butler, (30 N. J. Eq. 702)	1107	Garrison v. Laurens, (54 S. C. 449)	5011
Gardner v. Chicago, (224 Ill. 254)	4073, 4078, 4289	Garrison v. Laurens, (55 S. C. 551)	1397, 1719, 5026
Gardner v. Detroit St. Ry. Co., (99 Mich. 182)	1814, 1823	Garrity v. Boston, (161 Mass. 530)	4238
Gardner v. Haney, (86 Ind. 17)	539, 4822	Garside v. Cohoes, (12 N. Y. S. 192)	1283
Gardner v. Michigan, (199 U. S. 325)	1957	Gartland v. New York Zoological Society, (120 N. Y. S. 24)	5382, 5395, 5512
Gardner v. New Berne, (98 N. C. 228)	1307	Gartner v. Detroit, (131 Mich. 21)	4182
Gardner v. People, (20 Ill. 430)	1801, 1859, 1861, 1875	Gartside v. East St. Louis, (43 Ill. 47)	1534, 2253, 2447
Gardner v. Philadelphia, (1 Pa. Co. Ct. R. 109)	4924	Garvey, <i>In re</i> , (77 N. Y. 523)	2609, 3988
Gardner v. Providence Tel. Co., (23 R. I. 262)	3576	Garvey v. Harbison Walker Refractories Co., (213 Pa. 177)	2939, 2941
Gardner v. St. Joseph, (96 Mo. App. 657)	4225, 4260	Garvey v. Lowell, (199 Mass. 47)	1225
Gardner v. School Dist. No. 87, (126 Pac. 1018)	4824, 4838	Garvey v. Revere, (187 Mass. 545)	4262, 4268
Gardner v. State, (30 Ark. 264)	1814, 1831, 2321	Garvie v. Hartford, (54 Conn. 440)	934, 1149, 1151
Gardner Water Co. v. Gardner, (185 Mass. 190)	3839	Garvin v. Daussman, (114 Ind. 429)	4432, 4433, 4435, 4473, 4501
Gardner v. Johnson, (16 R. I. 94)	3962	Garvin v. Wells, (8 Ia. 286)	1814, 1831
Garey v. Galveston, (42 Tex. 627)	1797	Gary v. Much, (Ind. App. 94 N. E. 583)	2985, 2987
Garfield Tp. v. Dodsworth Book Co., (9 Kan. App. 752)	361	Garza, <i>Ex parte</i> , (28 Tex. Crim. App. 381)	782, 1422, 1807, 2192, 2198
Garfield Tp. v. Herman, (66 Kan. 256)	3198	Gas Light Co. v. South River Borough, (77 N. J. Eq. 487)	3396, 3406, 3540
Garfield County v. Leonard, (26 Colo. 145)	1115	Gas & Water Co. v. Downingtown, (175 Pa. St. 341)	3893
Garfinkle, <i>In re</i> , (37 Wash. 650)	2191	Gasaway v. Seattle, (52 Wash. 444)	3078
Gargan v. Louisville & N. R. Co., (89 Ky. 212)	2992, 3001, 3989	Gashwiler v. Willis, (33 Cal. 11)	583
Garibaldi & Cuneo v. O'Connor, (210 Ill. 284)	2886	Gaskell v. Bayley, (30 L. T. N. S. 516)	1971
Garland v. Denver, (11 Colo. 534)	1814, 1831, 2293, 2433	Gaskill v. Dudley, (6 Met. Mass. 546)	278, 282, 285, 5074
Garland v. Reynolds, (20 Me. 45)	5173	Gaskins v. Atlanta, (73 Ga. 746)	5716
Garland v. Towne, (55 N. H. 55)	1470, 2008, 2890, 2935	Gaskins v. Williams, (235 Mo. 563)	3345
Garland Novelty Co. v. State, (71 Ark. 138)	1618	Gaslight & Coke Co. v. New Albany, (158 Ind. 268)	4267, 4565
Garlich v. Northern Pac. Ry. Co., (131 Fed. 837)	1810, 1815	Gaslight Co. v. Colliday, (25 Mo. 1)	3580
Garnett v. Jacksonville St. A. & H. R. Ry. Co., (20 Fla. 889)	2943	Gaslight & Coke Co. v. New Albany, (156 Ind. 406)	2722, 2726, 3473
Garnett v. Slater, (56 Mo. App. 207)	3208	Gass v. Greenville, (4 Sneed, Tenn. 62)	1432, 1733, 1750, 1906, 2156
Garnetz v. Carroll, (136 Ia. 569)	5705, 5715	Gass v. State, (34 Ind. 425)	921, 1030
Garnier v. St. Louis, (37 Mo. 554)	406, 943, 1116, 1399	Gassenheimer v. District of Columbia, (25 App. Cas. D. C. 179)	2884, 2885
Garratt v. Canandaigua, (135 N. Y. 436)	4508, 5530	Gassett v. Andover, (21 Vt. 342)	579
Garraux v. City Council, (58 S. C. 575)	4271	Gast v. Buckley, (23 Ky. L. Rep. 992)	2281
		Gastel v. New York, (194 N. Y. 15)	5606, 5685

(References are to Pages.)

Gastenau v. Commonwealth, (108 Ky. 478)	1628	Geary v. Chicago, (161 Ill. App. 461)	5692
Gaston v. Bailey, (24 Ind. App. 24)	5761	Geary v. Kansas City, (61 Mo. 878)	579
Gaston v. State, (117 Ala. 162)	2790	Gebhardt v. Reeves, (75 Ill. 301)	3320
Gastonia v. McEntee-Peterson Engineering Co., (131 N. C. 363)	4209, 4213, 4214	Gedge v. Covington, (26 Ky. L. Rep. 273)	4500
Gatch v. Des Moines, (63 Ia. 718)	4931, 4438, 4434, 4437	Gedroice v. New York, (95 N. Y. S. 645)	5715
Gate v. Philadelphia, (14 Pa. Wkly. Notes Cas. 274)	4618	Geebrick v. State, (5 Ia. 491) ..	493
Gate City v. Richmond, (97 Va. 337)	3225, 3260	Geer v. Ouray County, (97 Fed. 435)	4902
Gate City Lumber Co. v. Montesano, (60 Wash. 586)	4166	Geer v. School Dist., (97 Fed. 732)	4915
Gateley v. Leviston, (68 Cal. 365)	3987	Geer v. Thompson, (4 Ga. App. 756)	2050
Gates v. Aurora, (44 Ill. 121) ..	2315, 2379	Gehling v. St. Joseph, (49 Mo. App. 430)	4225
Gates v. Barrett, (79 Ky. 295) ..	5363	Gehling v. School District, (10 Neb. 239)	281
Gates v. Crandall, (123 Mo. App. 414)	2053	Geiger v. Fillor, (8 Fla. 325) ..	885, 8514, 8894, 3955
Gates v. Grand Rapids, (134 Mich. 96)	4099, 4369	Geiger v. Perkiomen & Reading Turnpike Road, (167 Pa. St. 582)	2040, 2250
Gates v. Kansas City Bridge & T. R. Co., (111 Mo. 28) ..	2094, 2837	Geimann v. Board of Police Com'rs, (158 Cal. 748) ..	5123, 5129, 5164
Gates & Sons Co. v. Richmond, (103 Va. 702)	2885	Gelsberg v. Atlanta, (7 Ga. App. 558)	2442
Gathman v. Chicago, (236 Ill. 9)	5500	Geist v. St. Louis, (156 Mo. 643)	5228
Gatlin v. Tarboro, (78 N. C. 119)	2221, 2225	Gelpcke v. Dubuque, (1 Wall. U. S. 221)	4579, 4828
Gaudin v. Carthage, (12 N. Y. S. 796)	5678, 5763	Gemmer v. State, (163 Ind. 150) ..	1060
Gauen v. Moredock, etc. Drainage Dist., (131 Ill. 446)	4543	General E. R. Co. v. Chicago I. & L. R. Co., (98 Fed. 907)	3787
Gaughan v. Philadelphia, (119 Pac. 503)	5647	General Electric R. Co. v. Chicago City R. Co., (66 Ill. App. 362)	3464
Gaulbert v. Louisville, (30 Ky. L. Rep. 50)	4651	Geneseo v. Geneseo Natural Gas, Coal, Oil, S. & M. Co., (55 Kan. 358)	4606, 4609, 4623
Gault's Appeal, (33 Pa. St. 94) ..	4569	Geneva, The, <i>In re</i> , (16 Fed. 874)	885, 888, 889
Gault v. Glen Ellyn, (226 Ill. 520)	3804, 4010, 4063	Geneva v. Cole, (61 Ill. 397) ..	362, 634, 635, 682
Gault v. Wallis, (53 Ga. 675) ..	1722	Geneva v. Geneva Tel. Co., (62 N. Y. S. 172)	3546
Gaus, etc. Mfg. Co. v. St. Louis, etc. R. Co., (113 Mo. 308)	2851	Geneva-Seneca E. Co. v. Economic Power & Const. Co., (120 N. Y. S. 926)	3779
Gause v. Clarksville, (1 Fed. 353)	4800, 4908, 4930	Geneva & W. Ry. Co. v. New York, etc. R. Co., (163 N. Y. 228)	3434, 3436
Gause v. Clarksville, (Fed. Cas. No. 5,276)	4813, 4829, 4931	Genoa v. Van Alstine, (108 Ill. 555)	2406
Gautier v. Dittmar, (204 N. Y. 20)	4944, 4946, 5019	Gensler v. Kemble, (227 Pa. 508) ..	2910
Gavett v. Jackson, (109 Mich. 408)	5695	Gentel v. Rapps, (1 K. B. [1902], 160)	1415, 1592, 1594
Gavin v. Atlanta, (86 Ga. 132) ..	4671, 4925	Gentile v. State, (29 Ind. 409) ..	431
Gay v. Bradstreet, (49 Me. 580) ..	1170, 1173, 4305, 4306	Gentle v. Atlas Savings & L. A., (105 Ga. 406)	2295
Gay v. Engebretsen, (158 Cal. 21)	4249	Gentlemen v. Soule, (32 Ill. App. 271)	3226
Gay v. Mutual Union Telegraph Co., (12 Mo. App. 485)	522, 523	Gentry v. Lincoln, (146 Ill. App. 60)	2246
Gay v. New Whatcom, (26 Wash. 389)	4962, 5021	Gentsch v. State, (71 Ohio St. 151)	315
Gay v. Thomas, (5 Okla. 1)	462	George v. Cleveland, (53 Neb. 716)	4848
Gaylord v. New Britain, (58 Conn. 398)	5697	George v. Haverhill, (110 Mass. 506)	5719, 5753
Gaylord v. Sanitary Dist. of Chicago, (204 Ill. 576)	3111	George v. North Pacific T. Co., (50 Cal. 589)	2944, 2949
Gaynor v. Roll, (79 N. J. L. 402)	2194, 2198, 2282	George v. Oxford Tp., (16 Kan. 72)	4882
Gazlay v. Humphreys, (7 Ohio Dec. 102)	5030	George v. Second School Dist., (6 Met. Mass. 497)	2139
Gearhart v. Dixon, (1 Pa. St. 224)	1358, 1371, 1378	George v. Walkerton, (150 Ind. 703)	653
Gearty v. New York, (70 N. Y. S. 942)	4170		
Gearty v. New York, (171 N. Y. 61)	4172, 4176, 4178		

TABLE OF CASES.

5905

(References are to Pages.)

George v. Wyandotte E. L. Co., (105 Mich. 1)	3843, 3844, 4008
George Douglass, <i>In re</i> , Petition, (46 N. Y. 42)	4436
George D. Barnard & Co. v. Sang- amon Co., (190 Ill. 116)	2605
George H. Goodman v. Common- wealth, (30 Ky. L. Rep. 519) 2326, 2434	2434
George Schuster & Co. v. Louis- ville, (124 Ky. 189)	4961, 5042
Georgetown v. Beatty, (Fed. Cas. No. 5,344)	5170
Georgetown v. Commonwealth, (115 Ky. 382)	5230
Georgetown v. Georgetown Wa- ter, Gas, E. & P. Co., (184 Ky. 608)	3535
Georgetown v. Groff, (186 Ky. 662)	5714
Georgetown v. Hambrick, (127 Ky. 43)	2857, 3919
Georgetown v. Kelly, (128 S. W. 251)	5564
Georgetown v. United States, (2 Hayw. & H. U. S. 302)	3916
Georgetown & Lexington Trac- tion Co. v. Mulholland, (25 Ky. L. Rep. 578)	3617
Georgetown Water Gas E. & P. Co. v. Neale, (137 Ky. 197)	3601
Georgia v. Atkins, (35 Ga. 315)	266
Georgia v. Stanton, (6 Wall. U. S. 50)	5275
Georgia Fire Ins. Co. v. Ceder- town, (134 Ga. 87)	1609
Georgia Home Ins. Co. v. Boykin, (137 Ala. 350)	2264
Georgia Packing Co. v. Macon, (60 Fed. 774)	1679
Georgia, etc. R. Co. v. Harvey, (84 Ga. 372)	2983
Georgia R. & B. Co. v. Atlanta, (118 Ga. 486)	3255, 3293
Georgia R. & Banking Co. v. Decatur, (129 Ga. 502)	3080, 3082
Georgia R. & Banking Co. v. Un- ion Point, (119 Ga. 809)	3081
Georgia, etc. R. Co. v. Harvey, (84 Ga. 372)	3943
Georgia R. & E. Co. v. Tompkins, (Ga. 75 S. E. 664)	5617
Geoynn v. Citizens' Tel. Co., (69 S. C. 434)	3784
Geraty v. Reid, (78 N. Y. 64)	2298
Gerber v. Kansas City, (105 Mo. App. 191)	5610
Gerdes v. Christopher & Simpson A. I. & F. Co., (124 Mo. 347) 2789, 2885	2885
Gering v. School Dist., (76 Neb. 219)	5148
Gerken v. Interborough R. T. Co., (125 N. Y. S. 32)	3653
Gerlach v. Brandreth, (54 N. Y. S. 479)	5324
German Alliance Ins. Co. v. Home Water Supply Co., (174 Fed. 764)	3599
German-American Bank v. Bren- ham, (35 Fed. 185)	4580, 4814, 4884
German American Fire Ins. Co. v. Minden, (51 Neb. 870) 1748, 2240, 2241, 2265, 2266	2266
German American Sav. Bank v. Spokane, (17 Wash. 315) 4174, 4192, 4746	4746
German Bank v. Louisville, (103 Ky. 377)	5018
German Bank of Evansville v. Brose, (32 Ind. App. 77) 3240, 3252, 3266, 3308	3308
German Insurance Co. v. Man- ning, (95 Fed. 597) 1366, 2586, 4722, 4815, 4931	4931
German Insurance Co. v. Man- ning, (78 Fed. 900)	4834, 4838
German Nat. Bank v. Kimball, (103 U. S. 732)	5362
German Prtg. & Pub. Co. v. Illi- nois S. Z. Co., (55 Ill. 127)	1522
Germania Saving Bank's Ap- peal, (91 Pa. St. 345)	4495
German Savings Bank v. Frank- lin County, (128 U. S. 526) 4808, 4809, 4882	4882
German Savings, etc. Soc. v. Ra- mish, (138 Cal. 120) 3979, 4256, 4257, 4265, 4308, 4403, 4409, 4460, 4495, 4497	4497
German-Trust Co. v. Davenport Tp. (121 Ia. 325)	5001
Germania Refining Co. v. Alum Rock Gas Co., (226 Pa. St. 433)	3494
Germania Savings Bank v. Dar- lington, (50 S. C. 337) 4605, 4739, 4861, 4935, 5014	5014
Germania Savings Bank v. Sus- pension Bridge, (73 Hun, N. Y. 590)	4865
Germond v. Tacoma, (6 Wash. 365)	3926
Gerry v. Stoneham, (1 Allen, Mass. 319)	805
Gersch v. Chicago, (250 Ill. 551)	5046
Gertz v. Monticello, (118 Ind. 600)	2273
Gest v. Cincinnati, (26 Ohio St. 275)	4338, 4453, 4537
Gest v. Kenner, (2 Handy, Ohio, 86)	3245
Getchell v. Benedict, (57 Ia. 121)	3297, 3311
Getchell v. Benton, (30 Neb. 870)	4818
Getchell & Martin Lumber & Mfg. Co. v. Des Moines Union R. Co., (115 Ia. 734)	3447
Getman v. New York, (21 N. Y. S. 116)	5167
Gettysburg, <i>In re</i> , Division of, (90 Pa. St. 355)	668, 670, 671
Gettysburg v. Gettysburg Tran- sit Co., (36 Pa. Super. Ct. 598)	3558, 3562
Gettysburg v. Ziegler, (2 Pa. Co. Ct. Rep. 326)	1435, 1906, 2203, 2237
Getzoff v. New York, (64 N. Y. S. 636)	5685
Geuder, etc. Co. v. Milwaukee, (147 Wis. 491) 5531, 5536, 5537, 5540, 5541, 5543	5543
Geurkink v. Petaluma, (112 Cal. 306)	5558
Ghee v. Northern Union Gas Co., (56 N. Y. S. 450) 3363, 3368, 3443, 3536	3536
Ghee v. Northern Union Gas Co., (158 N. Y. 510)	521
Ghio v. Metropolitan St. Ry. Co., (125 Mo. App. 710)	1841
Giaconi v. Astoria, (60 Ore. 12) 5401, 5425, 5428, 5429, 5431, 5434, 5488	5488
Gianfortone v. New Orleans, (61 Fed. 64)	206, 534, 5067 5389 5466
Giardina v. Greenville, (70 Miss. 896)	2388
Gibbes v. Beaufort, (20 S. C. 213)	5394, 5401
Gibbons v. Gentry, (20 Mo. 468)	950
Gibbons v. Mobile, etc. R. Co., (36 Ala. 410)	2719, 4625, 4815, 4832, 4945, 4964, 4971
6 McQ. 36.	

(References are to Pages.)

Gibbons v. Ogden, (9 Wheat, U. S. 1) 556, 1664, 1665, 1666, 1701, 1702		Gilbert v. Greeley, etc. R. Co., (13 Colo. 501)	2951
Gibbs v. Drew, (16 Fla. 147) ..	3362	Gilbert v. Manchester, (55 N. H. 298)	5612
Gibbs v. Louisville, (99 Ky. 490) ..	972, 1217	Gilbert v. Morgan, (98 Ill. App. 281)	633, 635
Gibbs v. Manchester, (73 N. H. 265)	1132, 1133, 1206, 1240	Gilbert v. New Haven, (40 Conn. 102)	1373
Gibbs v. Monett, (163 Mo. App. 105)	5687	Gilbert v. New Haven, (39 Conn. 467)	4463, 4531
Gibbs v. Morgan, (39 N. J. Eq. 126)	479, 1069	Gilbert v. Paducah, (115 Ky. 160) ..	421, 979, 1005, 1064
Gibbs v. School Dist. No. 10, (83 Mich. 334)	4887, 4904	Gilbert v. Rabe, (49 Ill. App. 418)	1366, 1379, 1381, 1382, 1384, 1844, 2404
Gibbs v. Comers Point, (49 N. J. L. 515)	363	Gilbert v. Roxbury, (100 Mass. 185)	5694
Gibbs v. Williams, (25 Kan. 214)	5554	Gilbert-Arnold Land Co. v. Superior, (91 Wis. 353)	1114, 1123
Gibbs Estate, <i>In re</i> , (157 Pa. St. 59)	246	Gilboy v. Detroit, (115 Mich. 121)	5399, 5499
Giboney v. Cape Girardeau, (58 Mo. 141)	599, 615	Gilbreath v. Greensboro, (153 N. C. 396)	5613
Gibson, <i>In re</i> , (34 Kan. 641)	1401	Gilchrist, Appeal of, (100 Pa. St. 600)	585, 596, 4998
Gibson v. Bailey, (9 N. H. 168) ..	1381, 1382	Gilchrist v. Little Rock, (Fed. Cas. No. 5,421)	4936
Gibson v. Black, (10 Ky. L. Rep. 373)	2954	Gilchrist v. Schmidling, (12 Kan. 263)	1553, 2055
Gibson v. Chicago, (22 Ill. 566) ..	4467, 4468	Gilchrist v. Strong, (167 Pa. St. 628)	593, 594
Gibson v. Corapolls, (22 Pitts. L. J. N. S. Pa. 64)	1431, 2251	Gilchrist v. Wilkes Barre, (142 Pa. 114)	1136
Gibson v. Denison, (153 Ia. 320) ..	5751	Gilder v. Brenham, (67 Tex. 345)	3277, 3290
Gibson v. Donk, (7 Mo. App. 37)	1941	Gildersleeve v. Board of Education, (17 Abb. Pr. N. Y. 201) ..	1269, 1318
Gibson v. Greenville, (64 S. C. 455)	5286	Giles v. School Dist., (31 N. H. 304)	998, 1272, 1274
Gibson v. Harrison, (69 Ark. 385)	2058, 2271	Gilfeather v. Grout, (91 N. Y. S. 533)	4344, 4345, 4520
Gibson v. Holmes, (78 Vt. 110) ..	1166, 1170	Gillfillan v. Grier, (145 Pa. St. 317)	5339
Gibson v. Huntington, (38 W. Va. 177)	5401, 5412, 5504, 5589, 5601, 5633, 5646	Gilford v. Munsey, (68 N. H. 609)	662, 705
Gibson v. Johnson, (4 Ill. App. 288)	5694	Gilgar v. Low, (77 N. Y. S. 852)	5319
Gibson v. Kayser, (16 Mo. App. 404)	4352, 4358	Gilham & Brown v. Wells, (64 Ga. 192)	1574, 1625, 2125, 2406
Gibson v. Knapp, (47 N. Y. S. 446)	4583, 4714, 4800	Gilhooly v. Elizabeth, (66 N. J. L. 484)	437
Gibson v. Murray, (120 Ill. App. 296)	5189	Gilkey v. How, (105 Wis. 41)	348, 363, 367, 697
Gibson v. O'Brien, (9 Ky. L. Rep. 639)	4111	Gill v. Brunswick, (118 Ga. 85) ..	1206, 1254, 1255
Gibson v. Owens, (115 Mo. 258) ..	2700, 3100, 4085, 4123, 4222, 4234, 4266, 4327, 4513	Gill v. Dunham, (99 Cal. XVII) ..	3984, 4036, 4501, 4553
Gibson v. People, (44 Colo. 600) ..	5110	Gill v. Oakland, (124 Cal. 335) ..	4529
Gibson v. School District, (36 Mich. 404)	280	Gill v. Lake Charles, (122 La. 1019)	3438
Gibson v. Trinity (80 Cal. 359) ..	5313, 5342	Gill v. Lake Charles, (119 La. 17)	5316
Gibson v. Wood, (105 Ky. 740)	289, 992	Gill v. Patton, (118 Ia. 88)	4445, 4447
Gibson v. Wyandotte, (20 Kan. 156)	2301	Gillard v. Chester, (212 Pa. 338) ..	5623, 5753
Gibson v. Zanesville, (31 Ohio St. 184)	5121	Gilleam v. Frost, (25 Tex. Civ. App. 371)	3277, 3290, 3316
Gibson & United Counties of Huron & Bruce, <i>In re</i> , (20 Up. Can. Q. B. 111)	1478, 1732	Gilleland v. Schuyler, (9 Kan. 569)	920, 921
Giddings v. Cox, (31 Vt. 607) ..	1794	Gillen v. Chicago, (150 Ill. App. 207)	1161
Gies v. Broad, (41 Wash. 448) ..	2184	Gillespie v. Duling, (41 Ind. App. 217)	3288
Giffen v. Lewiston, (6 Idaho, 231)	2798, 5602, 5622, 5738	Gillespie v. Gibbs, (147 Ala. 449) ..	5174, 5176, 5188, 5370, 5371, 5373
Giffen v. Olathe, (44 Kan. 342) ..	3200, 3204, 3339	Gillespie v. Lincoln, (35 Neb. 34)	5069
Gifford v. Horton, (54 Wash. 595)	2819, 3215	Gillespie v. New York, (6 Daly, N. Y. 286)	1153
Gift v. Reading, (3 Pa. Super. Ct. 359)	4280	Gillespie v. People, (188 Ill. 176)	2654
Gilbert v. Berlin, (70 N. H. 396) ..	2487		
Gilbert v. Craddock, (67 Kan. 346)	913, 983, 1001		

TABLE OF CASES.

5907

(References are to Pages.)

Gillespie v. Westbourne, (10 Manitoba, 656)	662	Girard Life Ins. & Trust Co. v. Philadelphia, (12 Phila. Pa. 293)	3865
Gillet v. Logan, (67 Ill. 256)	852, 1352, 2714	Girard Life Ins. Co. v. Philadelphia, (88 Pa. 393) ..	3577, 3582, 3867
Gillett v. People, (13 Colo. App. 553)	1219, 1222	Girard Street, <i>In re</i> , (44 Leg. Int. Pt. 166)	3926
Gillette v. Hartford, (31 Conn. 351)	632, 666, 5015	Girvin v. Simon, (116 Cal. 604) ..	2700
Gilligan v. Grattan, (63 Neb. 242)	5181	Girvin v. Simon, (127 Cal. 491) ..	4004
Gilligan v. Providence, (11 R. I. 258)	4253	Gisel v. Buffalo, (48 Hun, N. Y. 615)	4182
Gilliland v. Omaha, (89 Neb. 668)	5701, 5741	Gist v. Rackliffe, etc. Const. Co., (224 Mo. 369)	3978, 3980, 4098
Gillis v. Cleveland, (87 Cal. 214) ..	4486	Gitt v. Hanover, (4 Pa. Dist. Rep. 606)	2003, 2864
Gillison v. Charleston, (16 W. Va. 282)	5578	Gittings v. Baltimore, (95 Md. 419)	5029
Gillman v. Bloomfield, (78 N. J. L. 67)	3250, 4322, 4409	Glven v. Des Moines, (70 Ia. 637)	3962
Gillmor v. Dale, (27 Utah, 372) ..	651	Givens v. Daviess, (107 Mo. 603)	1115, 1117, 1148, 1400
Gillmor v. Salt Lake City, (32 Utah, 180)	5065	Givens v. Paris, (5 Tex. Civ. App. 705)	5067
Gilmore v. Lewis, (12 Ohio, 281)	865, 1144	Givens v. Van Studiford, (86 Mo. 149)	2106
Gillrie v. Lockport, (122 N. Y. 403)	5697	Givins v. Chicago, (188 Ill. 348) ..	3938
Gilman v. Cutts, (23 N. H. 376) ..	1660	Givins v. Chicago, (186 Ill. 399)	4016, 4075
Gilman v. Fernald, (141 Fed. 941)	4931	Givins v. People, (194 Ill. 150) ..	2646
Gilman v. Gilby, (8 N. D. 627) ..	4762	Glade Tp., <i>In re</i> , Citizens of, (168 Pa. St. 441)	650
Gilman v. Milwaukee, (55 Wis. 328)	4379, 4401, 5368	Gladstone v. Throop, (71 Fed. 341)	4579, 4796, 4835, 4929, 4933
Gilman v. Milwaukee, (61 Wis. 588)	782, 820, 1474, 1494, 1498, 2470, 2515, 2542, 4060	Gladwin v. Ames, (30 Wash. 608) ..	4713
Gilman v. School Dist., (18 N. H. 215)	578	Glaessner v. Anheuser-Busch B. Assn., (100 Mo. 508) ..	2095, 2924, 2936, 2960
Gilman v. Sheboygan, (2 Black, U. S. 510)	541, 4981, 5012	Glasby v. Morris, (18 N. J. Eq. 72)	1749, 2836, 3039
Gilman v. Waterville, (59 Me. 491)	859	Glascok v. Lyons, (20 Ind. 1) ..	1125
Gilmer v. Hunnicutt, (57 S. C. 166)	5292	Glase v. Philadelphia, (169 Pa. 488)	5507
Gilmore v. Hentig, (33 Kan. 156)	4015, 4405, 4432, 4437, 4438, 4455, 4458	Glaser v. Cincinnati, (31 Wkly. Law Bul. Ohio, 243)	2229
Gilmore v. Holt, (4 Pick. Mass. 258) ..	1432, 1436, 2053, 2054, 2057, 2410	Glasgow v. Altoona, (27 Pa. Super. Ct. 55)	5560
Gilmore v. Norton, (10 Kan. 491)	304, 450, 483, 4018	Glasgow v. Bazan, (96 Mo. App. 412)	1866, 1869, 1873, 2159
Gilmore v. Utica, (121 N. Y. 561)	3463	Glasgow v. Crisp, (33 Ky. L. Rep. 766)	5751
Gilmore v. Utica, (131 N. Y. 26)	1322, 1352, 2664, 2672, 2673, 2690, 2701, 2702, 4033, 4036, 4085, 4150	Glasgow v. Gillenwaters, (113 Ky. 140)	5491, 5712, 5756
Gilmore v. Utica, (61 Hun, 618) ..	3936	Glasgow v. Lindell's Heirs, (50 Mo. 60)	1780
Gilmour v. Pelton, (5 Ohio Dec. 447)	4417	Glasgow v. Mathews, (106 Va. 14)	3341
Gilpatrick v. Biddeford, (51 Me. 182)	5612	Glasgow v. Morrison-Fuller, (142 Mo. App. 303)	1496
Gilpatrick v. Biddeford, (86 Me. 534)	5434	Glasgow v. Rowse, (43 Mo. 479)	2221, 4943
Gilpin v. Ansonia, (68 Conn. 72)	312, 4258, 4264, 4271	Glasgow v. St. Louis, (87 Mo. 678) ..	519, 842, 2089, 2513, 2518, 2987
Gilson, <i>In re</i> , (34 Kan. 641)	961	Glasgow v. St. Louis, (107 Mo. 198)	2992, 519, 1530, 2835, 2984, 2992, 3007, 3942, 3947, 4290, 4301, 5192
Gilsonite Const. Co. v. Arkansas McAlester Coal Co., (205 Mo. 49)	2657, 2665, 2667, 3913, 4058, 4075, 4548	Glasier v. Town of Hebron, (131 N. Y. 447)	5605
Gilsonite Const. Co. v. Field, (157 Mo. App. 577)	4158	Glass, <i>Ex parte</i> , (49 Tex. Crim. R. 87)	1953
Giltner v. Carrollton, (7 B. Mon. Ky. 680)	2513, 3928	Gass v. Ashbury, (49 Cal. 571) ..	820
Ginnings v. Meridian Waterworks Co., (56 So. 450)	3581	Glass v. Cedar Rapids, (68 Ia. 207)	622, 615, 622
Ginter v. St. Marks Church, (95 Minn. 14)	3057	Glazier v. Newport, (132 Ky. 181)	1331
Girard v. New Orleans, (2 La. Ann. 897)	2456, 2506	Gleason v. Barnett, (20 Ky. L. Rep. 1865)	1496
Girard v. Philadelphia, (7 Wall. U. S. 1)	205, 574, 575, 675, 709, 2491, 2508, 5102, 5103	Gleason v. Barnett, (106 Ky. 125)	4084
		Gleason v. Barnett, (115 Ky. 890)	1395, 4424
		Gleason v. Cleveland, (49 Ohio St. 431)	506

(References are to Pages.)

Gleason v. Jefferson, (78 Ill. 399) 4202, 4294, 4305	Goddard v. Boston, (20 Pick. Mass. 407) 310, 1780, 1782
Gleason v. Loose-Wiles Cracker & Candy Co., (88 Neb. 83) ... 2949	Goddard v. Chicago etc. R. Co., (104 Ill. App. 526) 3408, 3653
Gleason v. Peerless Mfg. Co., (37 N. Y. S. 267) 1500, 1502, 1526	Goddard v. Chicago etc. R. Co. (202 Ill. 362) 3408
Gleason v. Waukesha County, (103 Wis. 225) 3584, 3967, 4332	Goddard v. Jacksonville, (15 Ill. 588) 1919, 1921, 2272
Glencoe v. People, (78 Ill. 382) 5182, 5275, 5287	Goddard v. Lincoln, (69 Neb. 594) 5123, 5589
Glencoe v. Reed, (93 Minn. 518) 2825	Goddard v. Lowell, (179 Mass. 496) 2600
Glen Ridge v. Stout, (58 N. J. L. 598) 332, 343	Goddard v. Merchants' Exchange, (78 Mo. 609) 1600
Glendinning v. Denver, (Colo. 114 Pac. 652) 1414	Goddard v. Seymour, (30 Conn. 394) 5032
Glenn v. Baltimore, (5 Gill. & J. Md. 424) 2069, 2071	Goddard v. Smithett, (3 Gray. Mass. 116) 5239, 5250
Glenn v. County Com'rs, (6 S. C. 412) 276	Goddard v. State, (12 Conn. 448) 2324, 2370
Glenn v. Moore County Com'rs. (139 N. C. 412) 5291	Goddard's Estate, (94 N. Y. 544) 839
Glenn v. Wray, (126 N. C. 730) 4867	Goddin v. Crump, (8 Leigh, Va. 120) 874
Glennon v. Gates, (136 Mo. App. 421) 2655	Godfrey v. Alton, (12 Ill. 29).... 2481
Glentz v. State, (38 Wis. 549) 1793	Godwin v. Carolina Tel. & Tel Co. (136 N. C. 258) 3578
Glenville v. St. Louis Ry. Co., (51 Mo. App. 629) 2091	Goebel v. Baltimore, (93 Md. 749) 5009
Glenwood v. Roberts, (59 Mo. App. 167) 2335	Goebel v. Grosse Pointe Water- works (126 Mich. 307) 3690
Glenwood Avenue, <i>In re</i> , (115 N. Y. S. 654) 4005	Goedgen v. Supervisors, (2 Biss. C. C. U. S. 328) 1320
Glidden v. Cincinnati, (30 Ohio Wkly. Law Bul. 213) 2937	Goelet v. Elizabeth, (Fed. Cas. No. 5, 502) 4927
Glidden v. Unity, (30 N. H. 104) 857	Goeltz v. Ashland, (75 Wis. 642) 5620
Glidden v. Unity, (33 N. H. 571) 5100	Goepp v. Bethlehem, (28 Pa. St. 249) 5010
Glori v. Board of Police Commis- sioners, (72 N. J. L. 131) 1256	Goetler v. State, (45 Ark. 454) 2115, 2194, 2282
Glos v. Collins, (110 Ill. App. 121) 4568	Goettman v. New York, (6 Hun. N. Y. 132) 409
Glos v. Hewes, (69 Ill. App. 75) 4374	Goff v. Akers, (21 N. Y. S. 454) 2033
Gloster v. Harrell, (77 Miss. 793) 1193	Goff v. Nolan (62 How. Pr. N. Y. 323) 1317, 3939, 3946, 4290
Gloucester v. Osborn, (1 H. L. Cas. 272) 2504	Goins v. Moberly, (127 Mo. 116) 5620
Gloucester Ferry Co. v. Pennsyl- vania, (114 U. S. 196) 3538	Gold v. Campbell, (54 Tex. Civ. App. 269) 1185, 1193
Gloucester Land Co. v. Gloucester City, (43 N. J. L. 544) 3309	Gold v. Peoria, (65 Ill. App. 602) 3677, 4706
Gloucester Water Supply Co. v. Gloucester, (179 Mass. 365) 3753, 3838, 3839	Gold v. Philadelphia, (115 Pa. 184) 5651
Glover v. Manhattan R. Co., (66 How. Pr. N. Y. 77) 3625	Gold Hill v. Caledonia Silver Min. Co., (Fed. Cas. No. 5, 512) .. 5035
Glover v. People, (201 Ill. 545) 2650	Golden v. Clinton, (54 Mo. App. 100) 5638
Glover v. People, (188 Ill. 576) 4477	Golden v. Elliott, (13 Kan. 92) 5267
Glover v. Mersman, (4 Mo. App. 90) 367	Golden v. Toluca, (108 Ill. App. 467) 1499
Glover v. Terre Haute, (129 Ind. 593) 622, 624, 627, 648, 655	Golden Canal Co. v. Bright, (8 Colo. 144) 3782
Gloversville, <i>In re</i> , (87 N. Y. S. 612) 3135	Golden City v. Hall, (68 Mo. App. 627) 2306, 2353
Gloversville v. Howell, (70 N. Y. 287) 1410	Goldfield v. McDonald, (Colo. 119 Pac. 1069) 5132
Glucose Refining Co. v. Chicago, (138 Fed. 209) 1966, 1967	Goldman v. Conway County, (10 Fed. 388) 580
Glucose Sugar Refining Co. v. Marshalltown, (153 Fed. 620) 2715, 4578	Goldschmid v. New York, (43 N. Y. S. 447) 5488
Glynn v. Oswego, (130 N. Y. S. 860) 5053	Goldschmidt v. New Orleans, (5 La. Ann. 436) 694
Goar v. Rosenberg, (53 Tex. Civ. 218) 1417, 1572	Goldsmith v. Baker City, (31 Ore. 249) 4774
Goble v. Kansas City, (148 Mo. 470) 5604, 5606	Goldsmith v. Huntsville, (120 Ala. 182) 1545, 1759, 1784, 2267
Gobrecht v. Cincinnati, (51 Ohio St. 68) 1154, 1160	Goldsmith v. New Orleans, (31 La. Ann. 646) 2275
Gocke v. Staebler & McFarland, (141 Ky. 66) 1431, 4200	Goldstein v. New Orleans, (38 Fed. 626) 5167, 5169, 5170
Godbey v. Bluefield, (61 W. Va. 604) 4269	Goldstraw v. Duckworth, (5 Q. B. Div. 275) 2003
Godcharles v. Wigeman, (113 Pa. St. 431) 818, 1839	Goldthwait v. East Bridgewater. (5 Gray, Mass. 61) 2018
Goddard, <i>In re</i> , (16 Pick. Mass. 504) 1446, 1583, 1803, 1807, 1988, 2005, 2311, 2381, 2305	

TABLE OF CASES.

5909

(References are to Pages.)

Goldthwaite v. Montgomery, (50 Ala. 486) 1897, 1907, 2189, 2266, 2385, 2438	Goodwin v. State, (142 Ind. 117) 982, 1074, 1088, 1090, 1217
Goldtree v. San Diego, (8 Cal. App. 505) 2556, 4199	Goodyear Rubber Co. v. Eureka, 135 Cal. 613) 854, 1366, 2614, 2615, 2764
Golland v. Baker, (102 N. Y. S. 721) 990	Googin v. Lewiston, (103 Me. 119) 3028, 3987, 4025, 4072, 5482
Gonzales v. Galveston, (84 Tex. 3) 5767	Gordo v. Rawlings, (135 Ill. 36) 2254
Gooch v. Exeter, (70 N. H. 413) 414, 959, 1119, 1160	Gordon v. Baltimore, (5 Gill. Md. 231) 4993, 5033
Gooch v. Patterson, (126 La. 397) 4672	Gordon v. Calhoun, (128 Ga. 781) 3207
Good v. Altoona, (162 Pa. 493) 3051, 5564	Gordon v. Cornes, (47 N. Y. 608) 535, 1484
Good v. Common Council, (5 Cal. App. 265) 1234	Gordon v. Corning, (Ind. 92 N. E. 59) 1623
Goodale v. Fennell, (27 Ohio St. 426) 313, 541, 1632, 1653, 1655	Gordon v. Jefferson City, (111 Mo. App. 23) 4138, 4139, 5144
Goodall v. Milwaukee, (5 Wis. 32) 4235	Gordon v. Louisville, (138 Ky. 442) 2227
Goodbar v. Memphis, (113 Tenn. 20) 4962	Gordon v. Norris, (29 N. H. 198) 5027
Goode v. St. Louis, (113 Mo. 257) 2534, 3331, 3234, 3345	Gordon v. Omaha, (71 Neb. 570) 1162, 5414
Goodel v. Baker, (8 Cowen, N. Y. 286) 1325	Gordon v. Omaha, (77 Neb. 556) 5144
Goodell v. Kalamazoo, (63 Mich. 416) 4005	Gordon v. Peltzer, (56 Mo. App. 599) 1987, 2896
Goodenow v. Butterick, (7 Mass. 140) 1805	Gordon v. People, (44 Mich. 485) 1730
Goodfellow v. Riggs, (88 Ia. 540) 3265	Gordon v. Richmond, (33 Va. 436) 5589, 5622
Goodfellow Tire Co. v. Detroit, (163 Mich. 249) 2860, 2861	Gordon v. San Diego, (101 Cal. 522) 573, 2529
Goodhue v. Beloit, (21 Wis. 636) 699, 708, 4591	Gordon v. Silver Creek, (197 N. Y. 509) 5515
Goodin v. Des Moines, (55 Ia. 67) 5710	Gordon v. Silver Creek, (112 N. Y. S. 54) 5449
Goodland v. Nation, (82 Kan. 200) 4831	Gordon v. Taunton, (126 Mass. 349) 5286
Goodloe v. Fox, (96 Ky. 627) 1000, 1020, 1335	Gordon Bros. v. Newport News, (102 Va. 649) 2191
Goodno v. Oshkosh, (31 Wis. 127) 1739	Gordon & Ferguson v. Doran, (100 Minn. 343) 3574, 3586, 3633
Goodrich, <i>Ex parte</i> , (160 Cal. 410) 3535	Gore v. Brubaker, (55 Md. 87) 2955
Goodrich v. Brown, (30 Ia. 291) 1814, 1831, 2293, 2295	Gorgas v. Blackburn, (14 Ohio 252) 1082
Goodrich v. Busse, (247 Ill. 366) 2147, 2148	Gorham, <i>In re</i> , (43 How. Pr. 263) 4853
Goodrich v. Chicago, (20 Ill. 445) 838, 5414, 5552	Gorham v. Eastchester Electric Co., (80 Hun. N. Y. 290) 2868
Goodrich v. Chicago, (218 Ill. 18) 4527	Gorham v. Springfield, (21 Me. 58) 301, 352, 599
Goodrich v. Chicago, (Fed. Cas. 5542) 5553	Goring v. McTaggart, (92 Ind. 200) 4527
Goodrich v. Detroit, (12 Mich. 279) 4185	Gorley v. Louisville, (23 Ky. L. Rep. 1782) 987, 1130, 5179
Goodrich v. Detroit, (123 Mich. 559) 4416	Gorman v. Boise County Com're, (1 Idaho, 553) 1364
Goodrich v. Milwaukee, (24 Wis. 422) 4237	Gorman v. Johnson, (46 Ind. App. 672) 4152
Goodrich v. Minonk, (62 Ill. 121) 4405	Gorman v. Lowell, (117 Mass. 65) 5089, 5642
Goodrich v. Mitchell, (68 Kan. 765) 1016, 1017	Gorman v. State, (157 Ind. 205) 4528
Goodrich v. Omaha, (10 Neb. 98) 4468	Gorman v. Tidholm, (94 Ill. App. 371) 1137, 5358
Goodrich v. University Place, (80 Neb. 774) 5396, 5589	Gormley v. Day, (114 Ill. 185) 4096
Goodrich v. Waterville, (38 Me. 39) 1109	Gormly v. Mt. Vernon, (134 Ia. 394) 1113, 1137
Goodwillie v. Detroit, (103 Mich. 283) 3966, 3991, 4020, 4021, 4022	Gorney v. New York, (92 N. Y. S. 451) 5392
Goodwillie v. Lake View, (137 Ill. 51) 4306	Gorrell v. Greensboro Water Supply Co., (124 N. C. 328) 3597
Goodwin v. Chicago, etc. Ry. Co., (75 Mo. 73) 1820, 2093	Gosa v. Milwaukee L. H. & T. Co., (134 Wis. 369) 3629, 3630
Goodwin v. East Hartford, (70 Conn. 18) 722, 723, 4776	Goshen v. Crary, (58 Ind. 268) 1468
Goodwin v. Ottawa & P. Ry., (13 Up. Can. C. P. 254) 573	Goshen v. Croxton, (34 Ind. 239) 2326, 2430
Goodwin v. Reidsville, (N. C. 76 S. E. 232) 5395, 5662, 5663	Goshen v. Kern, (63 Ind. 468) 1818, 2167, 2335, 2355
Goodwin v. State, (145 Ala. 536) 5223	Goshen v. Myers, (119 Ind. 196) 2786, 5629
	Goshen v. Springfield, etc. R. Co., (12 Ohio St. 624) 4869
	Goshen v. Stonington, (4 Conn. 209) 553, 556, 5096
	Gottschalk v. Becher, (32 Neb. 653) 600, 619, 660

(References are to Pages.)

Gould v. Venice, (29 Barb. N. Y. 442)	580	Grace v. Hawkinsville, (101 Ga. 553)	4831
Goshert v. Seattle, (57 Wash. 645)	5337	Grace v. Walker, (95 Tex. 39)	3243
Goshorn's Ex'rs. v. Kanawha County Court, (42 W. Va. 735)	2600, 2607	Gracey v. St. Louis, (218 Mo. 384)	1115, 1129, 1131
Gosling v. Veley, (4 H. of L. Cas. 679)	1301	Grade Crossing Com'rs of Buffalo, <i>In re</i> , (61 N. Y. S. 748)	4259, 4260
Gosling v. Veley, (12 Q. B. 328)	1575	Grade Crossing Com'rs., <i>In re</i> , (154 N. Y. 550)	4223, 4239
Gosling v. Veley, (7 Q. B. 406)	1296	Grade Crossing Com'rs., <i>In re</i> , (169 N. Y. 605)	4251, 4262
Gosling v. Veley, (19 L. J. N. S. Q. B. 111)	1390	Graden v. Parkville, (114 Mo. App. 527)	2827, 4044, 4046, 4265, 4272
Gosman v. State, (106 Ind. 203)	926	Grady v. Lenoir, County, (74 N. C. 101)	600
Gosnell v. Louisville, (104 Ky. 201)	4187, 4338, 4741	Grady v. New York, (182 N. Y. 18)	1138
Gosnell v. Louisville, (14 Ky. L. Rep. 719)	4085, 4362	Grady v. Pruitt, (111 Ky. 100)	4689, 4750
Gosport v. Evans, (112 Ind. 133)	5674	Graeff v. Felix, (24 Pa. Co. Ct. 657)	3118
Gosport v. Pritchard, (156 Ind. 400)	2612, 3665, 5180	Graff v. Baltimore, (10 Md. 544)	3149, 3971
Gosselin v. Chicago, (103 Ill. 623)	3201	Graff v. Moylan, (28 La. Ann. 75)	707
Gosselink v. Campbell, (4 Ia. 296)	1432, 1435, 1551, 1553, 2053, 2054, 2056, 2057, 2410	Graff v. Tacoma, (61 Wash. 186)	4109
Gossigi v. New Orleans, (41 La. Ann. 522)	2140	Grafty v. Rushville, (107 Ind. 502)	1601, 1679, 2146, 2222
Gostin v. Brooks, (89 Ga. 244) ..	1293	Grafton v. St. Paul, etc. Ry. Co., (16 N. Dak. 313)	1840, 3091, 3161
Goszler v. Georgetown, (6 Wheat U. S. 593)	1766, 3931, 3965, 5195	Grafton v. Sellwood, (24 Ore. 118)	4049
Gottlieb-Knabe & Co. v. Macklin, (109 Md. 429)	2523	Graham v. Albert Lea, (48 Minn. 201)	2796, 2797, 5625
Gould v. Baltimore, (59 Md. 378) ..	4547	Graham v. Boston, (156 Mass. 75)	5647
Gould v. Boston, (120 Mass. 300) ..	5622, 5628	Graham v. Carondelet, (33 Mo. 262)	1503
Gould v. Edison E. Illum. Co., (60 N. Y. S. 559)	3692	Graham v. Chicago, (187 Ill. 411) ..	4361
Gould v. Howe, (131 Ill. 490)	2821, 3201, 3203	Graham v. Conger, (85 Ky. 582) ..	4461
Gould v. Oneonta, (71 N. Y. 298) ..	2530	Graham v. Etna, (79 N. J. L. 235) ..	4171
Gould v. Paris, (68 Tex. 511)	4682, 4882, 4931, 4990	Graham v. Folsom, (200 U. S. 248)	4974
Gould v. Portland, (96 Me. 125)	938, 939, 1115, 1157	Graham v. Fresno, (151 Cal. 465) ..	385
Gould v. Rochester, (105 N. Y. 46)	1963, 3054, 5194, 5199	Graham v. Grand Rapids, (141 Mich. 612)	4238
Gould v. Topeka, (32 Kan. 485)	5425, 5427, 5428, 5654	Graham v. Greenville, (67 Tex. 62)	365, 600, 610, 612, 615, 637, 653
Gould v. Venice, (29 Barb. N. Y. 442)	4830, 4937	Graham v. King, (50 Mo. 22)	1521
Gould & Co. v. Atlanta, (55 Ga. 678)	1721, 2222	Graham v. New York, (66 N. Y. S. 754)	1161
Gould & Co. v. Atlanta, (60 Ga. 164)	5041	Graham v. New Rochelle, (104 N. Y. S. 939)	5690
Goulden v. Scranton City, (121 Pa. St. 97)	4293, 4294, 4295	Graham v. Oxford, (105 Ia. 705) ..	5590
Goundle v. Northampton Water Co., (7 Pa. St. 233)	2483, 2488	Graham v. Rockford, (238 Ill. 214)	5627
Gouverneur v. Gouverneur Cemetery Assn., (120 N. Y. S. 221) ..	4422	Graham v. Spokane, (19 Wash. 447)	4743, 4744, 4745
Gove v. Epping, (41 N. H. 539)	1136	Graham v. State, (1 Ark. 79)	2311
Gove v. Tacoma, (34 Wash. 434) ..	4060	Graham v. Stern, (168 N. Y. 517) ..	3013
Governor v. Gridley, (1 Walk. Miss. 328)	271	Graham v. Tuscumbia, (146 Ala. 449)	4929, 4930, 5191, 5299
Govin v. Chicago, (132 Fed. 848) ..	3402, 3482	Graham v. Walker, (78 Conn. 130)	2810
Gowen v. Philadelphia Exch. Co., (5 Watts & S. Pa. 141)	3213	Granby v. Thurston, (28 Conn. 416)	284, 699
Gower v. Agee, (128 Mo. App. 427)	1907, 2298, 2299	Grand v. People, (16 Colo. App. 215)	4770
Goytino v. McAleer, (10 Cal. App. 683)	2116	Grand v. People, (8 Colo. App. 43)	5296
Goytino v. McAleer, (4 Cal. App. 655)	833	Grand Ave. Ry. Co. v. Citizens' Ry. Co., (148 Mo. 665)	1411, 3413, 3526
Grab, <i>In re</i> , (157 N. Y. 69)	4256	Grand Ave. Ry. Co. v. People's Ry. Co., (132 Mo. 34)	3413
Grab, <i>In re</i> , (52 N. Y. S. 395)	4263	Grand Chute v. Winegar, (15 Wall. U. S. 355)	4935
Grace, <i>Ex parte</i> , (9 Tex. App. 381)	2292, 2446, 2803, 4956	Grand Forks v. Allman, (153 Fed. 532)	5677
Grace v. Board of Health of Newton, (135 Mass. 490)	1912, 1962, 4434	Grand Haven v. Grand Haven Waterworks, (119 Mich. 652) ..	3679, 3686, 3737, 5005
Grace v. Forbes, (118 N. Y. S. 1062)	2710, 5337, 5341		

TABLE OF CASES.

5911

(References are to Pages.)

Grand Haven v. United States Fidelity Co., (128 Mich. 106) 1058, 1059, 1190	Granite B. P. Co. v. Parkview R. & Imp. Co., (Mo. App. 151 S. W. 479) 4497, 4554
Grand Island Gas Co. v. West, (28 Neb. 852) 1106, 1110, 1729, 2753, 5355	Granite State Land Co. v. Hampton, (76 N. H. 1) 3028
Grand Island, etc. R. Co. v. Baker, (6 Wyo. 369) 4688	Granniss v Cherokee, (47 Fed. 427) 4933
Grand Junction Water Co. v. Grand Junction, (14 Colo. App. 424) 3672, 3677, 3679, 3683	Grant v. Alpena, (107 Mich. 335) 1217
Grand Rapids v. Bateman, (93 Mich. 135) 2108, 2377, 2395	Grant v. Barber, (135 Cal. 188) 4027
Grand Rapids v. Board of Public Works, (87 Mich. 118) 3907, 3953	Grant v. Bartholomew, (58 Neb. 839) 4513
Grand Rapids v. Board of Public Works, (99 Mich. 392) 3954	Grant v. Berrisford, (94 Minn. 45) 727, 797, 4211
Grand Rapids v. Braudy, (105 Mich. 670) 2167, 2170, 2171, 2230, 2268	Grant v. Bradford, (72 Ind. 455) 2591
Grand Rapids v. Colt, (149 Mich. 668) 3081	Grant v. Brainard, (86 Minn. 126) 5629
Grand Rapids v. De Vries, (123 Mich. 570) 1953, 1959	Grant v. Brooklyn, (41 Barb. N. Y. 381) 5674
Grand Rapids v. Grand Rapids Hydraulic Co., (66 Mich. 606) 3375	Grant v. Brouse, (1 Ohio, N. P. 145) 2720
Grand Rapids v. Hughes, (15 Mich. 54) 792, 1547, 1997, 1998	Grant v. Cooke, (7 D. C. 165) 4935
Grand Rapids v. Newton, (111 Mich. 48) 2110	Grant v. Davenport, (18 Ia. 179) 889, 2549
Grand Rapids v. Norman, (110 Mich. 544) 1782	Grant v. Davenport, (36 Ia. 396) 3411, 4702, 4708
Grand Rapids v. Grand Rapids & I. R. Co., (58 Mich. 641) 3161	Grant v. Detroit, (91 Mich. 274) 2692, 2706, 4131
Grand Rapids v. Welden, (97 Mich. 82) 1943	Grant v. Detroit, (119 Mich. 43) 4141
Grand Rapids v. Welleman, (85 Mich. 234) 5035	Grant v. Dickson City, (235 Pa. 536) 5630
Grand Rapids v. Whittlesey, (33 Mich. 109) 1999, 2931	Grant v. Detroit Water Com'rs., (122 Mich. 694) 4175
Grand Rapids v. Widdicomb, (92 Mich. 92) 3944	Grant v. Erie, (69 Pa. St. 420) 838, 2466, 5062, 5415
Grand Rapids v. Wyman, (46 Mich. 516) 5595	Grant v. Lake County, (17 Ore. 453) 4705, 5134
Grand Rapids Bridge Co. v. Prange, (35 Mich. 400) 3364	Grant v. Lindsay, (11 Heisk. Tenn. 651) 597
Grand Rapids E. L. & P. Co. v. Grand Rapids E. L. & F. Co., (33 Fed. 659) 3414, 3481	Grant v. Moon, (128 Mo. 43) 2818
Grand Rapids Electric R. Co. v. Grand Rapids, (84 Mich. 257) 3469	Grant v. Newark, (28 N. J. L. 491) 3905
Grand Rapids, etc. R. Co. v. Gray, (38 Mich. 461) 2292, 2297, 2421	Grant v. New York, (97 N. Y. S. 685) 1133, 1134
Grand Rapids, etc. R. Co. v. Helsel, (47 Mich. 393) 3608, 3611	Grant v. Reese, (82 N. C. 72) 2376
Grand Rapids, etc. R. Co. v. Helsel, (38 Mich. 62) 3514, 3608, 3611	Grant v. Reno Tp., (114 Mich. 41) 4929
Grand Rapids School Furniture Co. v. Grand Rapids, (92 Mich. 564) 4378, 4391, 4401, 4434, 4455	Grant v. Rochester, (80 N. Y. S. 522) 1139
Grand Rapids Street Ry. Co., <i>In re</i> , (48 Mich. 433) 3418	Grant v. Sherrill, (71 Neb. 219) 4819, 4821
Grand Trunk & W. R. Co. v. South Bend, (174 Ind. 203) 1632, 2839, 2830, 3386, 3388, 3391, 3522, 3532, 3534, 3551	Grant Ave., <i>In re</i> , (70 N. Y. S. 1045) 4388
Grand Union Tea Co. v. Ionia, (165 Mich. 67) 2246	Grant County Commissioners v. Bradford, (72 Ind. 455) 864
Grandville v Jenison, (84 Mich. 54) 2816, 2977, 3199, 3200, 3246, 3272, 3274, 3300, 3302, 3320	Grant Park v. Trah, (115 Ill. App. 291) 4269
Graney v. St. Louis, (141 Mo. 180) 5750	Grant Park v. Trah, (218 Ill. 516) 4272
Granger v. Avery, (64 Me. 292) 593	Grant Street, <i>In re</i> , (17 Pa. Super. Ct. 459) 4383
Granger v. Syracuse, (38 How. Pr. N. Y. 308) 3990	Gratlot v. Missouri Pacific R. R. Co., (116 Mo. 450) 1821, 1849, 2091, 2097
Granger's Life, etc. Ins. Co. v. Kamper, (73 Ala. 325) 720	Grattan v. Chilton, (97 Fed. 145) 4905
Granite Bituminous Paving Co. v. McManus, (144 Mo. App. 593) 3226, 3268	Grattan v. Williamston, (116 Mich. 462) 5735
	Graubner v. Jacksonville, (50 Ill. 87) 2386, 2411
	Graudstaff v. Ridgely, (30 Gratt. Va. 1) 1216
	Graver v. Edison Electric Illuminating Co., (110 N. Y. S. 603) 3590, 3592
	Graver v. Biloxi, (Miss. 29 So. 768) 2765
	Graves v. Bloomington, (17 Ill. App. 476) 1941
	Graves v. Jasper School Tp. (2 S. D. 414) 5313, 5344
	Graves v. McWilliams, (1 Pinn. Wis. 491) 1169
	Graves v. Middletown, (137 Ind. 400) 3185
	Graves v. Paducah, (28 Ky. L. Rep. 576) 1119

(References are to Pages.)

Graves v. Saline County, (161 U. S. 359)	4869, 4933
Graves v. Shattuck, (35 N. H. 257)	1991, 2920
Graves v. Smith, (87 Ala. 450) ..	867
Graves County Water Co. v. Ligon, (112 Ky. 775)	3597
Graves & White v. Otis, (2 Hill. N. Y. 466)	3906
Gravey v. New York, (102 N. Y. S. 1010)	5547
Gray v. Batesville, (74 Ark. 579) ..	1175, 5393, 5398, 5598
Gray v. Boston, (139 Mass. 328) ..	4370
Gray v. Bourgeois, (107 La. 671) ..	1510, 4657, 4675, 4963, 5360
Gray v. Brooklyn, (7 Hn. N. Y. 632)	3891
Gray v. Burr, (138 Cal. 109)	4001, 4002, 4003
Gray v. Cambridge, (189 Mass. 405)	3215
Gray v. Cicero, (177 Ill. 459)	4014, 4081, 4344
Gray v. Crockett, (30 Kan. 138) ..	1802
Gray v. Dallas Terminal R. Co., (13 Tex. Civ. App. 158) ..	3433, 3435
Gray v. Granger, (17 R. I. 201) ..	411, 944
Gray v. Griffin, (111 Ga. 361)	5063, 5067, 5453
Gray v. Henry, (19 Ky. L. Rep. 885)	2917
Gray v. Iowa Land Co., (26 Ia. 387)	2984, 3942, 4300
Gray v. Pittsburg, (147 Pa. St. 354)	4089
Gray v. Richardson, (124 Cal. 460)	4128
Gray v. Sheldon, (8 Vt. 402)	586, 590
Gray v. State, (2 Harrington, Del. 76)	2287, 2288, 2294
Gray v. Sylvester, (61 J. P. 807) ..	1599
Gray v. Wilmington, (2 Marv. Del. 257)	1601, 1910
Gray v. York, (Fed. Cas. No. 5, 751)	4870
Gray & Chealy v. Charleston & W. C. R. Co., (81 S. C. 370) ..	2949, 2955
Graymount v. Stott, (160 Ala. 570)	4677, 4925
Grayson v. Darby Gas Co., (4 Lanc. Law Rev. Pa. 41)	2412
Grayson v. Marshall, (Tex. Civ. App. 145 S. W. 1034)	3414, 3449
Grayville v. Gray, (19 Ill. App. 120)	5357
Great Barrington v. Tyringham, (18 Pick. Mass. 264)	857
Great Falls v. Hank, (21 Mont. 83)	1187
Great Falls v. Thels, (79 Fed. 943)	4857, 4858
Great Lake Towing Co. v. Kelley Island L. & T. Co., (176 Fed. 492)	5489, 5629
Great Northern R. Co. v. Viborg, (17 S. D. 374)	2799
Great Western Ry Co., <i>In re</i> , (23 Up. Can. C. P. 28)	1766
Greater New York Athletic Club v. Wurster, (43 N. Y. S. 703) ..	2244
Greater Newark Associates v. Newark, (79 N. J. L. 331)	4392
Greaton v. Griffin, (4 Abb. Pr. N. S. N. Y. 310)	410, 2643, 2644
Greedup v. Franklin, (30 Ark. 101)	5364
Greek-American Sponge Co. v. Richardson Drug Co., (124 Wis. 469)	1670
Greeley v. Hamman, (17 Colo. 30)	1308, 1323, 1332, 1361
Greeley v. Hamman, (12 Colo. 94)	1814, 2305, 2362, 2370, 2428, 2433
Greeley v. Jacksonville, (17 Fla. 174)	1766, 1785, 4819, 4883
Greeley v. Lyon County, (40 Ia. 72)	5335
Greeley v. Passaic, (42 N. J. L. 87)	2346, 2401, 2426
Greeley v. People, (60 Ill. 19) ..	303, 2478, 4379, 4456
Greeley v. Quimby, (23 N. H. 335) ..	1369
Green, <i>Ex parte</i> , (94 Cal. 387) ..	1555
Green, <i>Ex parte</i> , (114 Fed. 959) ..	1675
Green v. Ashland Water Co., (101 Wis. 258)	3583
Green v. Cape May, (41 N. J. L. 45)	1395, 1401, 1402, 2465, 2473, 2481
Green v. Cheek, (5 Ind. 105)	592
Green v. Cincinnati, (7 Ohio Cir. Ct. R. 233)	3976
Green v. City & Suburban R. Co., (78 Md. 294)	3617
Green v. Commonwealth, (95 Ky. 233)	314, 318
Green v. Conners, (109 U. S. 104)	4864
Green v. Delaware & Hudson Canal Co., (38 Hun. N. Y. 51) ..	1441
Green v. Durham, (1 Burr 127) ..	1286, 1600
Green v. Dyersburg, (Fed. Cas. No. 5, 756)	4828, 4878
Green v. Eastern Ry Co., (52 Minn. 79)	2099
Green v. Elliott, (86 Ind. 53) ..	3287
Green v. Everett, (179 Mass. 147)	2618, 4615, 4625
Green v. Hogan, (153 Mass. 462) ..	2504
Green v. Hollidaysburg, (236 Pa. 430)	5749
Green v. Hotelling, (46 N. J. L. 207)	4406
Green v. Huff, (91 Ind. 333)	3332
Green v. Indianapolis, (25 Ind. 490)	1481, 1835, 1840, 1845, 2325, 2335, 2354
Green v. Indianapolis, (22 Ind. 192)	1814, 2325
Green v. Jackson, (66 Ga. 250) ..	4163
Green v. Jersey City, (42 N. J. L. 565)	4003, 4006, 4322
Green v. Lake, (54 Miss. 540)	1941, 5199
Green v. Lake, (60 Miss. 451) ..	1916
Green v. Miller, (6 John N. Y. 39)	1302
Green v. Monroe, (55 Wis. 175) ..	4631
Green v. Muskingum County Com'rs, (23 Ohio Cir. Ct. R. 43) ..	5455
Green v. Paul, (60 Neb. 7)	361
Green v. Port Jervis, (66 N. Y. S. 1042)	5128, 5129, 5131
Green v. Portland, (32 Me. 431) ..	3531, 4225, 4245
Green v. Reading, (9 Watts. Pa. 382)	517, 4213
Green v. Savannah, (6 Ga. 1) ..	1615, 1919, 1921, 1976
Green v. Shanklin, (24 Ind. App. 608)	4150, 4152
Green v. Shortell, (116 Ky. 108) ..	4873, 4881
Green v. Spencer, (67 Ia. 410) ..	5125, 5530
Green v. Springfield, (130 Ill. 515)	4413, 4503
Green v. State Board, (5 Idaho, 130)	925
Green v. Trenton, (54 N. J. L. 92) ..	3333
Green v. Ward, (82 Va. 324)	4453, 4542, 4536

TABLE OF CASES.

5913

(References are to Pages.)

Green v. Weller, (32 Miss. 450)	1306	Greenville v. Branch, (Tex. Civ. App. 152 S. W. 478)	5396, 5518
Green Bay v. Brauna, (60 Wis. 204)	1121, 1235, 1238, 1247, 1262, 1395, 1402	Greenville v. Britton, (19 Tex. Civ. App. 79)	5622
Green Bay & Miss. Canal Co. v. Kaukauna Water Power Co., (70 Wis. 685)	3254	Greenville v. Eichelberger, (44 S. C. 351)	2451
Green City v. Holsinger, (76 Mo. App. 587)	317, 1444, 1620, 2126, 2244	Greenville v. Kemmis, (68 S. C. 427)	1562, 1866, 1873, 2110
Green River Asph. Co. v. St. Louis, (188 Mo. 576)	4131	Greenville v. Greenville Water-works Co., (125 Ala. 625)	3682, 3882
Green River Chemical Co. v. Rockport, (142 Ky. 609)	2532	Greenville v. Harvia, (79 Miss. 754)	4012
Greenbanks v. Boutwell, (48 Vt. 207)	2479	Greenville v. Laurent, (75 Miss. 456)	2559
Greenbaum, <i>in re</i> , (201 N. Y. 343)	5054	Greenville v. Pitts, (102 Tex. 1)	5618
Greenburg v. International Trust Co., (94 Fed. 755)	4926	Greenville Water Co. v. Beckham, (55 Tex. Civ. App. 87)	2599, 5520
Greenburg v. Young, (53 Pa. St. 280)	2921	Greenville Water Works Co. v. Greenville, (Miss. 7 So. 408)	2676, 2892
Greencastle v. Allyn, (43 Ind. 247)	4192	Greenwood v. Delta Bank, (75 Miss. 162)	700
Greencastle v. Haselett, (22 Ind. 186)	3929, 3947, 4229	Greenwood v. Hassett, (128 Cal. xviii)	2984
Greencastle v. Martin, (74 Ind. 449)	5431, 5498	Greenwood v. Jones, (91 Miss. 728)	1269, 1825, 1835, 1837
Greendale v. Suit, (163 Ind. 282)	2929	Greenwood v. La Salle, (127 Ill. 225)	5025, 5166
Greene v. Briggs, (1 Curtis U. S. C. C. 311)	2276	Greenwood v. Louisville, (13 Bush, Ky. 226)	5069
Greene v. Damrell, (175 Mass. 294)	2064	Greenwood v. Murfin, (128 Cal. 350)	4132
Greene v. Knox, (78 N. Y. S. 779)	5319, 5321, 5324, 5325	Greenwood v. State, (17 Ark. 382)	1069
Greene v. Knox, (175 N. Y. 432)	1713	Greenwood v. St. Tenn. 567)	2, 1876
Greene v. Mumford, (5 R. L. 472)	5261	Greenwood v. U. Co., (105 U. S. 2)	2, 1769
Greene v. New York, (60 N. Y. 302)	2636	Greer, <i>in re</i> , (58	4, 2287
Greene v. O'Connor, (18 R. L. 56)	2977, 3209	Greer, <i>in re</i> , (54	19, 4236
Greene v. Rienze, (87 Miss. 463)	1061, 4663	Greer v. Ashville	8, 1062
Greenfield v. Black, (42 Ind. App. 645)	1105	Greer v. Clarke	12, 5142
Greenfield v. Camden, (74 Me. 58)	1270	Greer v. Covingt.	9, 5026
Greenfield v. Mook, (12 Ill. App. 281)	1555, 2310, 2428	Greer v. Gregory	8, 4777
Greenfield Ave., <i>in re</i> , (191 Pa. St. 296)	2827	Greer v. Jackson	7, 1449
Greenhood v. MacDonald, (183 Mass. 242)	4524	Greer v. New Y	27
Greenleaf Court, <i>in re</i> , (4 Whart. Pa. 514)	4055, 4056	N. Y. Super. Ct. 675)	1105
Greenough v. Wakefield, (127 Mass. 275)	305, 5045	Greer v. New York, (8 Robt. N. Y. 406)	534, 5466
Greenough Street, <i>in re</i> , (163 Pa. 210)	2896	Gregg v. Baltimore, (56 Md. 258)	2457, 2471
Greensboro v. Ehrenreich, (80 Ala. 579)	1420, 1582, 1586, 1704, 1852, 1922, 1937, 2168	Gregg v. Goodrich, (67 N. H. 543)	1031
Greensboro v. McAdoo, (112 N. C. 359)	1649, 4547	Gregg v. Hatcher, (94 Ark. 54)	5065, 5298, 5496
Greensboro v. McGibbony, (98 Ga. 672)	5538	Gregg v. Stuttgart, (88 Ark. 597)	2922
Greensboro v. Mullins, (13 Ala. 241)	1731	Gregorious v. Corning, (125 N. Y. S. 534)	5724
Greensboro v. Scott & Stringfel-low, (138 N. C. 131)	4652	Gregory, <i>ex parte</i> , (1 Tex. Ct. App. 753)	2441
Greensboro v. Shields, (78 N. C. 417)	2226, 2234	Gregory, <i>ex parte</i> , (20 Tex. App. 210)	1479, 1491, 1737, 2199, 2203, 2251
Greensboro v. Williams, (124 N. C. 167)	2145	Gregory, <i>in re</i> , (219 U. S. 210)	2255
Greensburg v. Laird, (8 Pa. Co. Ct. R. 608)	4267	Gregory v. Ann Arbor, (127 Mich. 454)	2312, 4474, 4514
Greensburg v. Young, (53 Pa. St. 280)	1442	Gregory v. Bridgeport, (52 Conn. 40)	4054, 4055
Greensburg v. Zoller, (28 Ind. App. 126)	4076, 4521	Gregory v. Bridgeport, (41 Conn. 76)	305, 352, 1110
Greensburg v. Corwin, (58 Ind. 518)	2306, 2329, 2345, 2354	Gregory v. Bush, (64 Mich. 37)	5552
Greene v. Seattle, (29 Wash. 702)	4530, 4531	Gregory v. Franklin, (77 Neb. 62)	457
Greenville v. Anderson, (53 Ohio St. 462)	1187, 1189	Gregory v. Jersey City, (34 N. J. L. 390)	1106, 1216
		Gregory v. Jersey City, (34 N. J. L. 439)	1123

(References are to Pages.)

Gregory v. Lake Linden, (130 Mich. 368) 3677
 Gregory v. Lincoln, (13 Neb. 352) 2375, 2376
 Gregory v. New York, (40 N. Y. 273) 790, 1130, 1919
 Gregory v. New York, (113 N. Y. 416) 1237, 1239
 Gregory v. New York, (33 Hun, N. Y. 451) 5167
 Gregsten v. Chicago, (40 Ill. App. 607) 1987, 2895, 3499
 Gregsten v. Chicago, (145 Ill. 451) 2845, 2883, 2895, 2898, 2899, 2904
 Greiner v. Sigourney, (Ia. 89 N. W. 1103) 4302, 4305
 Greiner-Kelley Drug Co. v. Truett, (97 Tex. 377) 1726
 Grenada County Super's. v. Brodgen, (112 U. S. 261) 539, 1541
 Grenada v. Wood, (81 Miss 308) 1120, 1150, 1613, 1744
 Grey, *Ex parte*, (11 Cal. App. 125) 946, 1899
 Grey v. Paterson, (58 N. J. Eq. 1) 3045, 3053, 5564, 5566
 Greystock and Township of Otonabee, *In re*, (12 Up. Can. Q. B. 458) 1425
 Gribben, *In re*, (5 Okla. 379) 1918, 2044, 2447
 Gribben v. Franklin, (Ind. 94 N. E. 757) .. 2788, 2790, 2797, 2798, 5591
 Gribbon v. Freed, (93 N. Y. 93) .. 974
 Grider v. Jefferson Realty Co., (116 S. W. 691) 5638, 5714
 Grider v. Tally, (77 Ala. 422) .. 5294
 Gridley v. Baker, (1 Bos. & Pul. 229) 1303
 Gridley v. Bloomington, (88 Ill. 554) 1469, 1989, 2805
 Gridley v. Bloomington, (68 Ill. 47) 1754, 1833
 Gridley v. Hopkins, (84 Ill. 528) 3220
 Grieb v. Syracuse, (87 N. Y. S. 1083) 958, 1115
 Grier v. Homestead, (6 Pa. Super. Ct. 542) 1830, 1840, 4262
 Grimm v. Appleby, (69 Ala. 409) 2297
 Griffin v. Boston, (182 Mass. 409) 5632, 5655
 Griffin v. City Bank, (58 Ga. 584) 4841
 Griffin v. Gloversville, (73 N. Y. S. 684) 1410
 Griffin v. Goldsboro Water Co., (122 N. C. 206) 3587, 3690, 3701, 3742, 3762
 Griffin v. Graham, (1 Hawks, N.-C. 96) 5103
 Griffin v. Inman, (57 Ga. 370) 872 874, 4671, 4814, 4857
 Griffin v. Messenger, (114 Ia. 99) 1284, 1299, 1309, 1340, 1341
 Griffin v. New York, (101 N. Y. S. 229) 1157
 Griffin v. New York, (9 N. Y. 456) 1980, 5751
 Griffin v. Shakopee, (53 Minn. 528) 4623
 Griffin v. Tacoma, (49 Wash. 524) 2615, 4701, 4726, 4816
 Griffin v. Wanser, (57 N. J. L. 535) 671, 673
 Griffin v. Williamstown, (6 W. Va. 312) 5591
 Griffith v. Burden, (33 Ia. 138) 4862
 Griffith v. McCullum, (46 Barb. N. Y. 561) 1991
 Griffith v. Manning, (67 Kan. 559) 1065

Griffith v. Southern R. Co., (150 N. C. 312) 3391
 Griffith v. Tiffin, (27 Ohio Cir. Ct. R. 626) 4831, 4927
 Griffith v. Vicksburg Water Works Co., (88 Miss. 371) 3689
 Griggs v. Macon, (103 Ga. 602) 2058
 Griggs v. St. Paul, (11 Minn. 308) 4016, 4017
 Griggsby Const. Co. v. Freeman, (108 La. 435) 4943
 Grills v. Jonesboro, (8 Baxt. Tenn. 247) 2130
 Grim v. Weissenberg School District, (57 Pa. St. 433) 307
 Grimes v. Hamilton County, (37 Ia. 290) 812, 2577, 5146
 Grimes' Ex'r v. Harmon, (35 Ind. 198) 2506
 Grimmell v. Des Moines, (57 Ia. 144) 673, 1338, 1393, 4045, 4451, 4462
 Grimmer v. Gloucester, (35 N. Brunsw. 255) 4578
 Grimmet v. Askew, (48 Ark. 151) 1324
 Grinshaw v. Wilmington, (5 Del. Ch. 183) 1189
 Grinnell v. Taylor, (85 Hun, N. Y. 85) 1850
 Grisar v. McDowell, (6 Wall. 73 U. S. 363) 2480
 Grissinger v. International R. Co., (128 N. Y. S. 63) 5674
 Griswold v. Bay City, (35 Mich. 452) 2518, 2825, 2826
 Griswold v. Brega, 160 Ill. 490) 5199
 Griswold v. Camp, (149 Wis. 399) 5694
 Griswold v. East St. Louis, (47 Ill. App. 480) 4747
 Griswold v. Hepburn, (2 Duv. Ky. 20) 1651
 Griswold v. Ludington, (116 Mich. 401) 5718
 Griswold v. North Stonington, (5 Conn. 367) 5100, 5156
 Griswold v. Pelton, (34 Ohio St. 482) 4526
 Griswold v. Union School Dist. (24 Mich. 262) 5029
 Groel v. Newark, (78 N. J. L. 142) 4091
 Groesch v. State, (42 Ind. 547) 2217, 2276
 Groff v. Frederick City, (44 Md. 67) 4973, 5040
 Groff v. Philadelphia, (150 Pa. 594) 4230
 Grogan v. Broadway Foundry Co., (87 Mo. 321) 5607, 5671
 Grogan v. Hayward, (4 Fed. 161) 3269, 3311
 Grogan v. San Francisco, (18 Cal. 590) 379, 512, 536, 540, 2529, 2531, 2533, 4771
 Gross v. Portsmouth, (68 N. H. 266) 5480, 5482
 Gross v. Portsmouth, (68 N. H. 389) 1196
 Grosse Pointe v. Detroit & L. Street R. Co., (130 Mich. 363) 3773, 3479
 Grossenbach v. Milwaukee, (65 Wis. 31) 5694
 Grossman v. Caminez, (79 App. Div. N. Y. 15) 1887, 1895
 Grossman v. Consolidated Gas Co., (100 N. Y. S. 100) 3782
 Grossman v. Indianapolis, (173 Ind. 157) 2167
 Grossman v. Oakland, (30 Ore. 478) 1709, 1918, 1922, 1939, 2444
 Grote Street, *In re*, (123 N. Y. S. 619) 4251, 4270

TABLE OF CASES.

5915

(References are to Pages.)

Groton Bridge & Mfg. Co. v. Warren, (80 Miss. 214)	2607	Gulfford v. Minneapolis St. L. R. Co., (94 Minn. 108)	2957
Grove v. Fort Wayne, (45 Ind. 429)	1994, 5672	Guilfoyle v. Maysville, (129 Ky. 532)	3929, 3940, 4438, 4724
Grove v. Van Duyn, (44 N. J. L. 654)	1186	Guillotte's Heirs v. New Orleans. (12 La. Ann. 479)	1551, 1721, 2155, 2159, 2293
Grove Street, <i>In re</i> , (61 Cal. 438)	3992	Guinnotte v. Egelhoff, (64 Mo. App. 356)	2700, 4489
Grover v. Huckins, (26 Mich. 476)	794, 1553, 2053	Guitar v. St. Clair, (Mo. 142 S. W. 291)	3201, 3232
Grover Hill v. McClure, (27 Ohio Cir. Ct. 376)	635	Gulf, etc. R. Co. v. Belton, (Tex. Civ. App. 122 S. W. 413)	2931
Growbarger v. U. S. Fidelity & Guar. Co., (31 Ky. L. Rep. 555)	1188, 1193, 1195	Gulf, etc. R. Co. v. Calvert, (11 Tex. Civ. App. 297)	1841, 2096
Grube, <i>In re</i> , (81 N. Y. 139)	4357	Gulf, etc. Ry. v. Ellis, (165 U. S. 150)	1612
Grube v. Missouri Pacific R. Co., (98 Mo. 330) ..	1849, 2087, 2092, 2097	Gulf, etc. R. Co. v. Fuller, (63 Tex. 467)	4268
Grube v. Nichols, (36 Ill. 92) ..	3208	Gulf, etc. R. Co. v. Hewes, (153 U. S. 66)	1638
Grube v. St. Paul, (34 Minn. 402)	5069	Gulf, etc. Ry. Co. v. Holt, (30 Tex. Civ. App. 330)	1828, 1832
Grumbine v. Washington, (2 Mac Arthur, D. C. 578) ..	5063, 5495	Gulf, etc. Ry. v. Riordan, (Tex. Civ. App. 22 S. W. 519)	3911
Grumley v. Webb, (44 Mo. 444) ..	1741	Gulf, etc. R. Co. v. Seminary, (81 Miss. 237)	567
Grunert v. Spalding, (104 Wis. 193)	324	Gulf, etc. Ry. Co. v. Texas, (204 U. S. 403)	1692
Grunewald v. Cedar Rapids, (118 Ia. 222)	4963, 4983	Gulf City St. Ry. Co. v. Galveston City Ry. Co., (65 Tex. 502)	3417, 3526
Grush v. Bishop, (Mont. 126 Pac. 619)	5054	Gulf City St. Ry., etc. Co. v. Galveston, (69 Tex. 660)	3460
Guanelle v. Pottawattamie Co., (84 Ia. 36)	1157	Gulfport v. Todd, (92 Miss. 428) ..	5003
Guarantee & Trust Co. v. Chicago, (162 Ill. 505)	4406	Gulick v. Connely, (42 Ind. 134)	4151, 4154
Guaranty Trust Co. v. New York City, (95 N. Y. S. 770)	5033	Gulick v. New, (14 Ind. 93) ..	924, 999, 2292
Guarantee Trust & Safe Deposit Co. v. Philadelphia, (30 Leg. Int. Pa. 240)	2065	Gulline v. Lowell, (144 Mass. 491)	5647
Guardian Trust & Deposit Co. v. Fisher, (200 U. S. 57)	3597	Gumbes v. Philadelphia, (191 Pa. St. 153)	3076
Gubasko v. New York, (14 Daly. N. Y. 559)	5671	Gundlach v. Hamm, (62 Minn. 278)	5064, 5067, 5454
Gubner v. McClellan, (115 N. Y. S. 755)	4709	Gundlach v. Hamm, (62 Minn. 42)	2936, 2948
Guckenberger v. Dexter, (13 Ohio Cir. Ct. R. 244)	5372	Gundling v. Chicago, (176 Ill. 340)	1710, 1911, 1925, 1926, 1976, 2191, 2200, 2216, 2283
Guckenberger v. Dexter, (17 Ohio Cir. Ct. Rep. 115) ..	4824, 4859	Gundling v. Chicago, (177 U. S. 183)	2149
Guebelle v. Epley, (1 Colo. App. 199)	586	Gunmakers' Co. v. Fell, (Willes. 384)	1745
Guerguin v. San Antonio, (19 Tex. Civ. App. 98)	5028	Gunn v. Macon, (84 Ga. 365) ..	1906, 2211
Guernsey v. Burlington, (Fed. Cas. No. 5,855)	4900	Gunn's Adm'r v. Pulaski County, (3 Ark. 427)	5093
Guernsey v. Pitkin, (32 Vt. 224) ..	5030, 5087	Gunnarssohn v. Sterling, (92 Ill. 569)	2272
Guerrero, <i>In re</i> , (69 Cal. 88) ..	747, 1008, 1033, 1504, 1521, 1523, 2191, 2198, 2275, 2276	Gunning Gravel & P. Co. v. New Orleans, (45 La. Ann. 911) ..	2694, 3953, 3954
Guest v. Brooklyn, (9 Hun, N. Y. 198)	3985	Gunning System v. Buffalo, (71 N. Y. S. 155)	2015
Guest v. Brooklyn, (69 N. Y. 506) ..	4526	Gunnison v. Board of Education, (81 N. Y. S. 181) ..	985, 1160, 5075, 5173
Guest v. Church Hill, (90 Md. 689)	3047, 4283	Gunnison v. E. H. Rollins & Sons, (173 U. S. 255)	4913, 4875, 4876, 4893, 4895, 4912, 4913, 4914
Guest v. Merion Water Co., (142 Pa. St. 610)	2551	Gunnison v. Sims, (31 Colo. 483) ..	5285
Guffield v. Bowling Green, (6 B. Mon. 224)	578, 4009, 4111	Gunter v. Fayetteville, (56 Ark. 202)	606, 640, 641
Gughmini, <i>Ex parte</i> , (147 Cal. xvi)	1418, 1959	Gunter v. Hayden, (84 S. C. 48)	611
Guldet v. New York, (12 Hun, N. Y. 566)	3907, 4108, 5137	Gurley v. New Orleans, (41 La. Ann. 75)	846, 1127
Guild v. Andrews, (137 Fed. 369) ..	4169	Gurley v. New Orleans, (124 La. 390)	2662, 3984, 4316
Guild v. Chicago, (82 Ill. 472) ..	304, 497, 765	Gurnee v. Chicago, (40 Ill. 165)	4431, 4468
Guild v. Shedd, (150 Mass. 255)	3208, 3289	Gurney v. Rockport, (93 Me. 360)	5725, 5736
Gullder v. Oswego, (20 Minn. 74)	532		
Gulfford v. Clarke, (2 Vet. K. B. 247)	1747		
Gulfford v. Cornell, (18 Barb. 615)	536, 5160		

(References are to Pages.)

Gurnsey v. Northern Cal. Power Co., (7 Cal. App. 534)	3648
Gushee v. New York, (56 N. Y. S. 1002)	2542
Gustafson v. Hamm, (56 Minn. 334)	2874, 2924, 2933, 2940
Gusthal v. New York, (48 N. Y. S. 652)	3484
Guthrie v. Harvey Lumber Co., (9 Okla. 464)	296
Guthrie v. Louisville, (6 B. Mon. Ky. 575)	4187
Guthrie v. New Haven, (31 Conn. 308)	3209, 3276, 3291, 3301
Guthrie v. New Vienna Bank, (4 Okla. 194)	4738, 4739
Guthrie v. Philadelphia, (73 Fed. 688)	5502
Guthrie v. Swan, (3 Okla. 116)	5703
Guthrie v. Swan, (5 Okla. 779)	5589
Guthrie v. Territory, (1 Okla. 188)	296, 495, 534, 535, 698, 708, 3904, 5282
Guthrie v. Wylie, (6 Okla. 61)	348
Guthrie Daily Leader v. Cameron, (3 Okla. 677)	463
Guthrie Nat. Bk. v. Guthrie, (173 U. S. 528)	535, 537, 698, 3904
Gutkind v. Elroy, (97 Wis. 649)	5580
Gutschow v. Washington Co., (74 Neb. 378)	2695
Gutta Percha & Rubber Mfg. Co. v. Attalla, (Ala. 39 So. 719)	4811
Gutta-Percha & Rubber Mfg. Co. v. Ashland, (100 Wis. 232)	4974
Gutta Percha & Rubber Mfg. Co. v. Ogalalla, (40 Neb. 775)	2619, 4624, 4747
Gutta-Percha Co. v. Stokely, (11 Phila. Pa. 219)	2688
Guttery v. Glenn, (201 Ill. 275)	2948, 2957, 3209
Gutzweiler v. People, (14 Ill. 142)	383, 528
Guy v. Baltimore, (100 U. S. 434)	1673, 3588
Guyer v. Rock Island, (215 Ill. 144)	3913, 3914, 3963, 4476
Gwynn v. Citizens' Tel. Co., (69 S. C. 434)	3784
Gwynn v. Homan, (15 Ind. 201)	3206

H

Haag v. Mt. Vernon, (58 N. Y. S. 581)	4369
Haag v. Vanderburgh, (60 Ind. 511)	1913, 5383
Haag v. Ward, (186 Mo. 325)	3909, 4484
Haan v. Meester, (132 Ia. 709)	2815
Haas v. Evansville, (30 Ind. App. 482)	2788, 2826, 3957
Haase, etc., <i>In re</i> , (83 N. Y. S. 932)	1086
Haberll v. Boston, (190 Mass. 358)	2840, 5679
Hackensack Water Co. v. Hoboken, (51 N. J. L. 220)	3670, 3802, 3892, 3893, 3905
Hacker & Steiner v. Philadelphia, (6 Phila. Pa. 94)	987
Hackett v. Ottawa, (Fed. Cas. No. 5,889)	4882
Hackett v. Ottawa, (99 U. S. 86)	4598, 4898, 4901, 4967
Hackett v. Wilson, (12 Ore. 25)	893
Hackettstown v. Conover, (63 N. J. L. 191)	2558
Hackettstown v. Swackhamer, (37 N. J. L. 191)	4575, 4625
Hackman v. Staunton, (42 Ill. App. 409)	1336, 1337, 4614

Hackney v. State, (8 Ind. 494) ..	1943
Hadden v. Somerville, (197 Mass. 480)	5660
Haddock's Case, (Raymond, 435) ..	2289
Hadfield v. New York, (2 Abb. Prac. N. S. N. Y. 95)	1653
Hadley v. Albany, (33 N. Y. 603)	1034, 1349
Hadley v. Chamberlain, (11 Vt. 618)	1380
Hadley v. Dague, (130 Cal. 207) ..	4168, 4382, 4460
Hadley v. Henry, (Okla. 115 Pac. 860)	2050
Hadsell v. Hancock, (3 Gray, Mass. 526)	813, 1110, 1276
Hadtner v. Williamsport, (15 Wkly. N. Cas. Pa. 138)	2221
Haefelin v. McDonald, (89 N. Y. S. 395)	5486
Haegle v. Mallinckrodt, (46 Mo. 577)	4042, 4077
Haegle v. Mallinckrodt, (3 Mo. App. 329)	4485
Haessler v. St. Louis, (205 Mo. 656)	902, 905, 2464, 2787, 3128, 3890, 3917, 4816
Haffey v. Letcher, (9 Ky. L. Rep. 286)	4050
Hafford v. New Bedford, (16 Gray, Mass. 297)	5068, 5399
Hafner v. St. Louis, (161 Mo. 84)	904, 2462, 2483, 2489
Hagaman v. Dittmar, (24 Kan. 42)	3225
Hagan v. Brooklyn, (5 N. Y. S. 425)	1132
Hagan v. Brooklyn, (126 N. Y. 643)	1131, 1133
Hagan v. Commissioner's Court of Limestone County, (160 Ala. 544)	4726
Hagan v. McAdoo, (99 N. Y. S. 255)	5060
Hagar v. Yale, (47 Cal. 222) ..	2438
Hager v. Burlington, (42 Ia. 661)	4517
Hager v. Melton, (66 W. Va. 62)	2695, 4352, 4364, 4488
Hager v. Reclamation District, (111 U. S. 701)	4331
Hager v. Walker, (128 Ky. 1) ..	2233
Hagerstown v. Dechert, (32 Md. 369)	969, 1779, 2296
Hagerstown v. Klotz, (93 Md. 437)	5419
Hagerstown v. Sehner, (37 Md. 180)	379, 534, 5466
Hagerstown v. Startzman, (93 Md. 606)	1847
Hagerstown v. Williams, (96 Md. 232)	1211
Hagerstown v. Wiltmer, (86 Md. 293)	2050, 2058, 2059, 2271
Hagerty v. Shedd, (75 N. H. 393)	1206, 1219
Haggard v. Carthage, (168 Mo. 129)	5127
Haggart v. Kansas City, (77 Kan. 798)	3887
Haggerty v. Lewiston, (95 Me. 374)	5685
Haughwout v. Hubbard, (131 Cal. 675)	4076
Hagler v. Kelly, (14 N. D. 218) ..	5148
Hagner v. Heyberger, (7 Watts & Serg. Pa. 104)	5195
Hagood v. Hutton, (33 Mo. 244)	1907, 3918
Hague v. Juab, etc. Co., (Utah. 107 Pac. 249)	2940, 2977
Hague v. West Hoboken, (23 N. J. Eq. 354)	3224

TABLE OF CASES.

5917

(References are to Pages.)

Haight v. Elmira, (59 N. Y. S. 193)	5683	Hall v. Manchester, (340 N. H. 410)	5622
Haight v. Keokuk, (4 Ia. 199)	2789, 3217	Hall v. Manson, (99 Ia. 698) ..	5708
Haight v. Love, (39 N. J. L. 476)	1041, 1205, 1219, 1501	Hall v. Manson, (90 Ia. 585) ..	5753
Hailey v. Riley, (14 Idaho, 481)	3324, 3251, 3252, 3254	Hall v. Moore, (Neb. 92 N. W. 294)	1305
Haine v. Kansas City, (76 Mo. 438)	5607	Hall v. New Orleans, (19 Fed. 870)	4922
Haines v. Camden, (47 N. J. L. 454)	1026	Ham v. New York, (70 N. Y. 459)	407, 408
Haines v. Forest Grove, (54 Ore. 443)	767	Hall v. Nixon, (L. R. 10 Q. B. 152)	1891, 1575
Haines v. Lewiston, (84 Me. 18)	5725	Hall v. Norwalk, (65 Conn. 310)	5593, 5595
Haines v. School Dist. No. 6, (41 Me. 246)	1273	Hall v. People, (57 Ill. 307) ..	5284
Haines Mission, <i>In re</i> , (3 Alaska, 588)	335	Hall v. Pittsburg, etc. R. Co., (97 N. E. 381)	3623
Haisch v. Seattle, (10 Wash. 435)	4129, 4150, 4473, 4527, 4561, 4562, 4565	Hall v. Racine, (81 Wis. 72) ..	1505, 4045, 4061
Halbeck v. New York, (10 Abb. Pr. N. Y. 439)	1038	Hall v. Ripley, (119 Mass. 135) ..	1854, 1856
Halbut v. Forest City, (34 Ark. 246)	578, 2457, 2469	Hall v. St. Joseph, (163 Mo. App. 214)	5657, 5756
Hale v. Bischoff, (58 Kan. 301) ..	1041, 1047, 1061, 1066	Hall v. Sedalia, (232 Mo. 344) ..	3043
Hale v. Burns, (91 N. Y. S. 929)	5058, 5060	Hall v. Smith, (2 Bing. Rep. 156)	1165
Hale v. Cushing, (2 Me. 218) ..	1377	Hall v. State, (39 Fla. 637) ..	2145, 2262
Hale v. Kenosha, (29 Wis. 599)	4327, 4329	Hall v. Steele, (82 Ala. 562) ..	5272
Hale v. Lawrence, (21 N. J. L. 714)	1892	Hall v. Street Commissioners of Boston, (177 Mass. 434) ..	1652, 4368, 4372
Hale v. People, (87 Ill. 72) ..	805, 4983	Hall v. Trenton, (86 Mo. App. 326)	3961
Hale v. Risley, (69 Mich. 596) ..	5083	Hall v. Wisconsin, (108 U. S. 5)	936, 941, 1631
Hale v. Weston, (40 W. Va. 313)	5597, 5652	Hall Lithographing Co. v. Roger Mills County, (8 Okla. 378) ..	4733
Hale v. Woodruff, (4 Blackf. Ind. 184)	611	Halleck v. Boylston, (117 Mass. 469)	1373, 1380
Hale v. Worstell, (95 N. Y. S. 485)	1094	Hallenbeck v. Getz, (63 Conn. 385)	2171
Haley v. Alton, (152 Ill. 113) ..	4450, 4475	Haller v. Barber Asphalt Paving Co., (130 Ky. 547)	4410
Haley v. Boston, (191 Mass. 291)	1959, 5437, 5501	Haller v. Louisville, (32 Ky. L. Rep. 1045)	3004
Hall, <i>Ex parte</i> , (156 Ala. 642) ..	3878	Haller v. Sheridan, (27 Ind. 494)	2053, 2059
Hall, <i>In re</i> , (10 Neb. 537) ..	1766, 1798	Haller Sign Works v. Physical Culture Training School, (249 Ill. 436)	2023
Hall's Case, (1 Mod. 76)	1994	Hallett v. Denver, (46 Colo. 487) ..	4347
Hall v. Atlanta, B. & A. R. Co., (158 Ala. 271)	2996, 2998	Hallett v. United States Security, etc. Co., (40 Colo. 281) ..	1518, 3922, 3940, 3941
Hall v. Austin, (73 Minn. 134) ..	5687	Halley v. Scott County Fiscal Ct., (25 Ky. L. Rep. 1471)	3346
Hall v. Baker, (74 Wis. 118) ..	814, 5146, 5151	Hallgrene v. Campbell, (82 Mich. 255)	1026, 1047, 1207, 1388
Hall v. Bray, (51 Mo. 288)	431	Hallinger v. Zimmerman, (65 N. J. Eq. 764)	5018
Hall v. Breyfogle, (162 Ind. 494)	1999, 2931, 2971, 3270, 3278, 3285, 3306, 3340, 4290	Hallo v. Helmer, (12 Neb. 87) ..	5011
Hall v. Cedar Rapids, (115 Ia. 199)	3428, 3673, 4737	Hallock v. Alvord, (61 Conn. 194) ..	3123
Hall v. Cockrell, (28 Ala. 507) ..	2601, 4112	Hallock v. Lebanon, (215 Pa. 1)	1340, 4205
Hall v. Concord, (71 N. H. 367) ..	3909, 5433, 5434, 5435, 5473	Hallock v. Lebanon, (224 Pa. St. 359)	3677
Hall v. DeArmond, (46 Mo. App. 596)	327, 339	Hallock v. Scheyer, (33 Hun. N. Y. 111)	2958, 2959
Hall v. Dunn, (52 Ore. 475) ..	5445	Halpern v. New York Edison Co., (113 N. Y. S. 790)	3590
Hall v. Holden, (116 Mass. 172) ..	1347	Halpin v. Campbell, (71 Mo. 493)	4339
Hall v. Hood River Irr. Dist. (57 Ore. 69)	4813	Halpin v. Kansas City, (76 Mo. 335)	5412, 5590, 5665
Hall v. Hostetter, (17 B. Mon. Ky. 784)	990	Halpin v. New York, (105 N. Y. S. 520)	1236
Hall v. International & G. N. Ry. Co., (98 Tex. 100)	1835	Halsey v. Convention, (75 Md. 275)	2507
Hall v. Kauffman, (106 Cal. 451) ..	3286	Halsey v. Gaines, (2 Lea, Tenn. 316)	1127
Hall v. Lauderdale, (46 N. Y. 70)	1175	Halsey v. Lake View, (188 Ill. 540)	4336, 4361
Hall v. Lebanon, (31 Ind. App. 265)	3005, 3007		
Hall v. Leeper, (Ky. 121 S. W. 683)	2813, 3277, 3289		

(References are to Pages.)

Halsey v. Newark, (54 N. J. L. 102)	1401	Hamilton-Brown Shoe Co. v. Saxey, (131 Mo. 212)	1723, 2048
Halsey v. Nowrey, (71 N. J. L. 481)	4926	Hamilton Gas Light Co. v. Hamilton, (146 U. S. 258)	1634, 1638, 3424, 3819, 3891
Halsey v. Rapid Transit St. Ry. Co., 47 N. J. Eq. 380)	1267, 3615, 3620, 3621, 3642, 3649	Hamilton Gaslight & Coke Co. v. Hamilton, (37 Fed. 832)	2760
Halsey v. Richardson, (139 Mo. App. 157)	3913, 4098	Hamilton, Glendale & C. T. Co. v. Parish, (67 Ohio St. 181)	2820, 2847, 2859, 3013, 3436
Halsey & Co. v. Belle Plaine, (128 Ia. 467)	4738	Hamilton G. L. & C. Co. v. Hamilton City, (146 U. S. 258) ...	3818
Halstead v. New York City, (5 Barb. N. Y. 218)	4582	Hamilton St., <i>In re</i> , (129 N. Y. S. 317)	3099, 3100
Halstead v. New York, (3 N. Y. 430)	2598	Hamilton St. R., etc. Co. v. Hamilton, etc. Tr. Co., (5 Ohio Cir. Ct. R. 319)	3525
Ham v. Lewiston, (94 Me. 265)	5725, 5759	Hamilton, etc. Traction Co. v. Parish, (67 Ohio St. 181)	3435
Ham v. New York, (70 N. Y. 459)	5323, 5380, 5508	Hamlin v. Biddeford, (95 Me. 308)	206, 5542, 5545
Ham v. Sawyer, (38 Me. 37)	599, 2210, 4997	Hamlin v. Kassafer, (15 Or. 456)	1048, 1052
Hamblet v. Asbury Park, (61 N. J. L. 502)	5211	Hamline v. Southern R. Co., (76 Miss. 410)	2790
Hambleton v. Dexter, (89 Mo. 188) .. 355, 358, 680, 691, 4974, 5272, 5296, 5297, 5299, 5302,	5305	Hamman v. Central Coal and Coke Co., (156 Mo. 232)	462
Hamburger v. Board of Estimate, etc., (96 N. Y. S. 130)	1121	Hammar v. Covington, (3 Met. Ky. 494)	1203, 3948, 5269, 5292
Hamby v. Dawson Springs, (31 Ky. L. Rep. 814)	2902	Hammel, <i>In re</i> , (9 R. I. 248) ..	1355
Hamden v. Rice, (24 Conn. 350) ..	2495	Hammel v. Morrisville, (3 Pa. Co. Ct. R. 185)	3976
Hamersley v. New York, (56 N. Y. 533)	3173	Hammelstown v. Brunner, (2 Dauph. Co. 376)	652
Hamilton v. Ashbrook, (62 Ohio St. 511)	5552	Hammer v. Elizabeth, (67 N. J. L. 129)	3006
Hamilton v. Buffalo, (66 N. Y. S. 990)	5770	Hammer v. Smith, (11 Ariz. 420) ..	2710
Hamilton v. Buffalo, (173 N. Y. 72)	5685	Hammer v. State, (44 N. J. L. 667)	434, 467
Hamilton v. Carthage, (24 Ill. 22)	362, 1545, 2403	Hammett v. Philadelphia, (65 Pa. St. 146)	4406, 4456
Hamilton v. Chicago B. & Q. R. Co., (124 Ill. 235)	3268, 3274, 3298, 3321	Hammock v. Tacoma, (44 Wash. 623)	5730, 5743
Hamilton v. Chopard, (9 Wash. 352)	2681	Hammond, <i>In re</i> , (124 N. Y. S. 406)	1093
Hamilton v. County Court, (15 Mo. 3)	406, 554, 556	Hammond v. Evans, (23 Ind. App. 501)	4762
Hamilton v. Detroit, (83 Minn. 119)	4657, 4666	Hammond v. Harvard, (31 Neb. 635)	4233
Hamilton v. Detroit, (85 Minn. 83)	4853, 4925, 5351	Hammond v. Jahnke, (Ind. 99 N. E. 39)	5608, 5723, 5763
Hamilton v. Detroit, (105 Mich. 514)	5647	Hammond v. Leavitt, (181 Ill. 416)	3887
Hamilton v. Fond du Lac, (25 Wis. 496)	4483	Hammond v. Maher, (30 Ind. App. 286)	3287, 3294
Hamilton v. Fond du Lac, (40 Wis. 47)	1963	Hammond v. New York, etc. Ry. Co., (5 Ind. App. 526)	1503, 1512, 2305
Hamilton v. Fort Wayne, (40 Ind. 491)	4973, 5009	Hammond v. People, (169 Ill. 545)	4543
Hamilton v. Gambell, (31 Ore. 328)	4206	Hammond v. Place, (116 Mich. 628)	2766, 4633, 4926, 5285
Hamilton v. Hamilton Distillery Co., (38 Can. Sup. Ct. 239)	1721	Hammond v. Ricker, (121 N. Y. S. 696)	1093
Hamilton v. McNeill, (13 Gratt. Va. 389)	587, 589	Hammond v. San Leandro, (135 Cal. 450)	3807, 4667
Hamilton v. Mighels, (7 Ohio St. 109)	273, 274, 352	Hamphill v. Morehouse, (162 Mo. App. 566)	5623
Hamilton v. New York & H. R. Co., (9 Paige, N. Y. 171)	2005	Hampshire, <i>In re</i> , (143 Mass. 424)	4395
Hamilton v. People, (194 Ill. 133)	2650	Hampshire v. Franklin, (16 Mass. 76)	699
Hamilton v. Rape, (101 Tenn. 222)	2819, 3321	Hampson v. Paterson, (36 N. J. L. 159)	4109
Hamilton v. San Diego County, (108 Cal. 273)	349	Hampson v. Taylor, (15 R. I. 83)	5770
Hamilton v. Shelbyville, (6 Ind. App. 538)	2569, 2572, 2574, 3033	Hampstead v. Plaistow, (49 N. H. 84)	1369
Hamilton v. Sherwood, (64 Fed. 103)	1141	Hampton v. Chicago, etc. Ry., (125 Ill. App. 412)	2355
Hamilton v. State, (3 Tex. Crim. App. 643)	1871, 1873, 1875, 1877	Hampton v. Coffin, (4 N. H. 517) ..	3152, 3177
Hamilton v. State, (106 Ind. 361) ..	2974		

TABLE OF CASES.

5919

(References are to Pages.)

Hampton v. Commonwealth, (19 Pa. 329)	3972	Hennen, <i>Es parte</i> , (13 Pet. U. S. 230)	951
Hampton v. Jones, (105 Va. 306)	1116	Hannewinkle v. Georgetown, (15 Wall. U. S. 547)	5362, 5364
Hampton v. Logan, (4 Idaho, 646)	2590	Hannibal v. Campbell, (86 Fed. 297)	5617, 5619
Hanauer v. Utica, (75 Hun, N. Y. 524)	1153	Hannibal v. Draper, (15 Mo. 634)	3210
Hanbury v. Woodward Lumber Co., (98 Ga. 54)	2818, 2925	Hannibal v. Dudley, (Mo. App. 138 S. W. 552)	2306, 2385
Hancock's Appeal, (115 Pa. St. 1)	2068	Hannibal v. Guyott, (18 Mo. 515)	1550, 2209
Hancock v. Boston, (1 Metc. Mass. 122)	4320	Hannibal v. Marlon, (69 Mo. 571)	1483
Hancock v. Bowman, (49 Cal. 413)	4557	Hannibal v. Missouri & Kansas Tel. Co., (31 Mo. App. 23)	523, 1585, 1586, 1588, 1604, 1747, 1923, 2002, 2014
Hancock v. Chioot, (32 Ark. 575)	4862	Hannibal v. Price (29 Mo. App. 280)	3544
Hancock v. Hazzard, (12 Cush. Mass. 112)	1180	Hannibal v. Richards, (82 Mo. 330)	2248
Hancock v. McCarthy, (145 Ia. 51)	1839	Hannibal v. Richards, (35 Mo. App. 15)	1924, 1926, 1963
Hand v. Brookline, (126 Mass. 324)	5594	Hannibal v. Winchel, (54 Mo. 172)	1926
Hand v. Elizabeth, (31 N. J. L. 547)	3983	Hannibal Bridge Co. v. Schaubacher, (57 Mo. 582)	880, 882, 3894
Hand v. Elizabeth, (30 N. J. L. 365)	4062	Hannibal, etc. R. Co. v. Husen, (95 U. S. 465)	1964, 2818
Hand v. Jersey City, (41 N. J. Eq. 663)	4495	Hannibal, etc. R. Co. v. Marlon, (36 Mo. 294)	1889
Hand v. Klinker, (54 N. Y. Super. Ct. [22 Jones & S.] 433)	2042	Hannibal, etc. R. C. v. Morton, (27 Mo. 317)	276, 852, 4625
Hand v. Startup, (38 N. J. Eq. 115)	4495	Hannibal, etc. Ry. Co. v. State Board of Equalization, (64 Mo. 294)	5209, 5214, 5216, 5217
Hand St., <i>In re</i> , (5 N. Y. S. 158)	2816	Hannon v. Agnew, (96 N. Y. 439)	2441, 5205, 5213, 5216
Handley v. New York, (16 How. Pr. N. Y. 228)	4525	Hannon v. Grizzard, (89 N. C. 115)	1173
Handley v. Palmer, (91 Fed. 948)	2490, 2500, 2506, 2508	Hannon v. Grizzard, (96 N. C. 293)	998
Handley v. Stutz, (139 U. S. 417)	1359	Hannon v. St. Louis, (62 Mo. App. 313)	988
Handley's Trustee v. Winchester, (111 Va. 360)	531, 2508	Hanold v. Stambaugh, (163 Mich. 242)	5383
Handlin v. State, (16 N. J. L. 96)	2341, 2420	Hanover v. Eaton, (3 N. H. 38)	2271
Handy v. New Orleans, (39 La. Ann. 107)	1710, 5353, 5355, 5371	Hanrahan v. Baltimore City, (114 Mo. 517)	5100
Haney v. Gulf, etc. R. Co., (3 Willson Civ. Cas. Ct. App. Tex. § 278)	4268	Hanrahan v. Chicago, (145 Ill. App. 38)	5488, 5493, 5542
Haney v. Kansas City, (94 Mo. 334)	4285, 5546	Hanrahan v. Janesville, (145 Wis. 457)	5399, 5670
Hang Kie, <i>In re</i> , (69 Cal. 149)	2168	Hanrahan v. Janesville, (137 Wis. 1)	2668, 4108, 4139
Hanger v. Des Moines, (109 Ia. 480)	3316	Hansard v. Green, (54 Wash. 161)	2668, 5132, 5133
Hanger v. Des Moines, (52 Ia. 193)	864	Hanscom v. Boston, (141 Mass. 242)	4649, 4661
Hanifen v. Armitage, (117 Fed. 845)	629	Hanscom v. Lowell, (165 Mass. 419)	5732
Haniford v. Kansas, (103 Mo. 172)	5638	Hanscom v. Omaha, (11 Neb. 37)	4593
Hankey v. Bowman, (82 Minn. 328)	921	Hansen, <i>Es parte</i> , (158 Cal. 494)	3016, 4401, 4405, 4456, 4527
Hankins v. People, (106 Ill. 628)	1865, 1876	Hansen v. Hammer, (15 Wash. 315)	1815, 1830
Hanley v. Elkins, (68 W. Va. 685)	5084	Hansen v. Meyer, (81 Ill. 321)	4337, 4342
Hanley v. Huntington, (37 W. Va. 578)	5612	Hansen v. Van Winkle, (Sup. N. J. 1908, 69 Atl. 1011)	1609
Hanley v. Kansas City Southern R. Co., (187 U. S. 617)	1692	Hanson, <i>In re</i> , (51 Me. 193)	1095
Hanlin v. Independent Dist., (66 Ia. 69)	2704	Hanson v. Cresco, (132 Ia. 533)	3899
Hanlon v. Keokuk, (7 Ia. 488)	5741	Hanson v. Dexter, (36 Me. 516)	647, 648
Hanlon v. Missouri Pacific Ry. Co., (104 Mo. 381)	1821, 2097	Hanson v. Hunter, (86 Ia. 722)	1092, 2734, 2737
Hanlon v. Partridge, (69 N. H. 88)	1167, 1171	Hanson v. Town, (10 N. Y. S. 150)	3394, 3397, 3430, 5371
Hanna v. Kankakee, (34 Ill. App. 186)	1829	Hanson v. Vernon, (27 Ia. 28)	4453
Hanna v. Putnam County Com'rs, (29 Ind. 170)	2458	Hanson v. William A. Hunter Electric Light Co., (86 Ia. 722)	251
Hannah v. Shepherd, (Tex. Civ. App. 25 S. W. 137)	922		1481, 1486
Hannan v. Board of Education, (25 Okla. 372)	2710, 5344		

(References are to Pages.)

Hanvey v. Rochester, (35 Barb. N. Y. 177)	5387, 5477	Harlem Gaslight Co. v. New York, (26 N. Y. Super. Ct. 3 Rob. 100)	2749
Happy v. Mosher, (48 N. Y. 813)	2055	Harlem River Bridge, <i>In re</i> , (174 N. Y. 26)	3170
Haramon v. Krause, (93 Minn. 455)	2970, 2973	Harlem River Bridge, <i>In re</i> , (77 N. Y. S. 737)	3166, 3171
Harback v. Boston, (10 Cush. Mass. 295)	3166, 3168	Harley v. Heyle, (2 Cal. 477) ..	2085
Harbaugh v. Monmouth, (74 Ill. 367)	1744, 2401, 2435	Harlow v. Tufts, (4 Cush. Mass. 448)	764
Harbaugh v. Winsor, (38 Mo. 327)	1051	Harman v. Cummings, (43 Pa. St. 322)	2063
Harbeck v. New York, (10 Bosw. N. Y. 366)	1788	Harman v. Lynchburg, (33 Grat. Va. 37)	5065
Harber v. Evans, (101 Mo. 661) ..	867	Harman v. Omaha, (17 Neb. 548)	4222, 4233, 4241
Harbison v. Knoxville Water Co., (Tenn. 53 S. W. 993) 3576, 3654, 3661		Harman v. St. Louis, (137 Mo. 494)	1849, 5400, 5418, 5421
Harbison v. Knoxville Iron Co., (103 Tenn. 421)	1887	Harmison v. Lewistown, (153 Ill. 313)	1917, 1919, 1924, 1946, 1948
Harcourt v. Asbury Park, (62 N. J. L. 158)	852	Harmison v. Prestonburg, (32 Ky. L. Rep. 864)	2717
Hardee v. Brown, (56 Fla. 377) ..	780, 826	Harmon v. Auditor of Public Accounts, (22 Ill. App. 129) ...	4668
Harden v. Metz, (62 Kan. 867) ..	2820, 3320, 3344	Harmon v. Chicago, (110 Ill. 400) ..	357, 718, 719, 901, 1693, 1813, 1882, 1897, 1899, 1922, 1965, 1967
Hardenbergh v. Converse, (81 N. J. Eq. 500)	4495, 5019	Harmon v. Chicago, (Ill. 26 N. E. 697)	2206
Hardenbergh v. Van Keuren, (16 Hun, N. Y. 17)	4870	Harmon v. Fowler Packing Co., (129 Mo. App. 715)	2030
Hardbrook v. Lingonier, (95 Ind. 70) ..	1555, 1812, 1835, 2325, 2329	Harmony v. Bingham, (12 N. Y. 99)	5201
Harder's Storage Co. v. Chicago, (235 Ill. 58)	515	Harms v. New York, (125 N. Y. S. 477)	5164
Hardesty v. Mt. Eden, (27 Ky. L. Rep. 745)	592, 639	Harn v. Dadeville, (100 Ala. 199)	2882, 2971, 3207
Hardman v. New York, (47 N. Y. S. 786)	4156	Harned v. Camden, (66 N. J. L. 520)	5019
Hardin v. Chicago, (186 Ill. 424) ..	4075	Harness v. State, (76 Tex. 566) ..	843, 685
Hardin v. Louisville, etc. R. Co., (92 Ky. 412)	1266	Harney v. Benson, (113 Cal. 314) ..	3937, 4459, 4521
Hardin v. McFarlan, (82 Ill. 138)	4824	Harney v. Lexington, (130 Ky. 251)	5527, 5615
Hardin v. Radford, 72 S. E. 101) ..	2191	Harney v. St. Louis, (90 Mo. 214) ..	2131
Harding v. Bader, (75 Mich. 316) ..	1322	Harniss v. Bulpitt, (1 Cal. App. 140)	1996, 2954
Harding v. Boston, (163 Mass. 14)	5486, 5487	Harp v. Baraboo, (101 Wis. 368) ..	5388, 5571, 5574
Harding v. Repp, (19 Pa. Super. Ct. 439)	5027	Harpending v. Haight, (39 Cal. 189)	1507, 1508, 1527
Harding v. Vandewater, (40 Cal. 77)	1320	Harper, Appeal of, (109 Pa. St. 9)	1721, 4347, 4352
Harding & Loftin v. Jasper, (14 Cal. 642)	3226, 3244	Harper v. Elberton Town Com'rs, (23 Ga. 566)	5022
Hardon v. Jackson, (137 Mich. 271)	5600	Harper v. Grand Rapids, (105 Mich. 551)	4560
Hardwick v. Independence, (136 Ia. 481)	4043	Harper v. Jonesboro, (94 Ga. 801)	2075, 2242, 2245
Hardwick School Dist. v. Wolcott, (78 Vt. 23)	2747, 2750	Harper v. Lenoir, (152 N. C. 723)	4230
Hardy v. Brattleboro Sav. Bank, (106 Fed. 986)	4913	Harper v. Milwaukee, (30 Wis. 365) 3065, 4284, 5447, 5448, 5486, 5488	
Hardy v. Brooklyn, (90 N. Y. 435)	5550	Harper v. Rose, (140 U. S. 71) ..	349
Hardy v. Eatonton, (128 Ga. 27) ..	2441	Harpers Ferry v. Kaplon & Bro., (58 W. Va. 482)	3248, 3287
Hardy v. Gainesville, (121 Ga. 327)	1110, 2720	Harpham v. State, (63 Neb. 396) ..	5251
Hardy v. Keene, (52 N. H. 370) ..	5644	Harrigan v. Brooklyn, (119 N. Y. 156)	5125, 5127
Hardy v. Memphis, (10 Heisk. Tenn. 127)	3339	Harrigan v. Brooklyn, (67 Hun, N. Y. 85)	5674
Hardy v. Reamer, (84 S. C. 487) ..	1898	Harrigan v. Jacksonville, (220 Ill. 134)	4335, 4423
Hardy v. Waltham, (3 Metc. Mass. 163)	860, 2465	Harrigan v. Wilmington, (8 Houst. Del. 140)	5540
Hare v. Carnall, (39 Ark. 196) ..	5364	Harriman v. Boston, (114 Mass. 241)	5727
Hark v. Gladwell, (49 Wis. 172) ..	1333	Harriman v. Yonkers, (181 N. Y. 24)	4403, 4409
Harker v. New York, (17 Wend. N. Y. 199)	1815, 1819, 1831, 2332	Harriman v. Yonkers, (81 N. Y. S. 823)	4402
Harkness v. District of Columbia, (1 McArth. D. C. 121)	5361		
Harlan v. State, (136 Ala. 150) ..	5294		
Harlem Gaslight Co. v. New York, (33 N. Y. 309) ..	2638, 2640, 2643, 2750, 2760		

TABLE OF CASES.

5921

(References are to Pages.)

Harrington v. Sixth School District, (30 Vt. 155) 1263, 2590, 2741	Harrisburg v. Mateer, (4 Pa. Dist. R. 554) 4430
Harrington v. Berkshire, (22 Pick. Mass. 263) 5285	Harrisburg v. Ohev Sholem Congregation, (32 Pa. Co. Ct. 589) 4419
Harrington v. Buffalo, (121 N. Y. 147) 5661	Harrisburg v. Pennsylvania Tel. Co., (15 Pa. Co. Ct. 518) 1684
Harrington v. Wadesboro, (153 N. C. 437) 5517	Harrisburg v. St. Paul's Church, (5 Pa. Dist. R. 351) 4420
Harrington v. Greenville, (N. C. 75 S. E. 849) 5068, 5400, 5447	Harrisburg v. Segelbaum, (151 Pa. St. 172) 4357, 4358, 4406
Harrington v. Iowa Cent. R. Co., (126 Ia. 388) 3010	Harrisburg v. Scheck, (104 Pa. St. 53) 309, 1775
Herrington v. Lansingburgh, (110 N. Y. 145) 5493	Harrisburg v. Shepler, (7 Pa. Super. Ct. 497) 4113, 4116, 4133
Harrington v. Miles, (11 Kan. 480) 2271	Harrisburg v. Trego, (7 Pa. Super. Ct. 511) 4116
Harrington v. Plainview, (27 Minn. 224) 270, 4650, 4887, 5352	Harrisburg City R. Co. v. Harrisburg, (2 Chest. Co. Rep. 333) 2087, 2100
Harrington v. Providence, (20 R. I. 233) 1898, 1928, 1961	Harrison v. Anniston, (156 Ala. 620) 2324, 2327, 2481
Harrington v. St. Paul & S. C. R. Co., (17 Minn. 215) 3608	Harrison v. Ayrshire, (23 Ia. 528) 5623
Harrington v. Woodbridge, Tp., (70 N. J. L. 28) 5530, 5536	Harrison v. Baltimore, (1 Gill. Md. 264) 1907, 1911, 1916, 1933
Harrington v. Worcester, (186 Mass. 594) 5564	Harrison v. Bline, (34 Ind. App. 352) 2600, 2754
Harriott Ave., <i>In re</i> , (24 Pa. Super. Ct. 597) 4329, 4396, 4403	Harrison v. Bridgeton, (16 Mass. 16) 700
Harris, <i>In re</i> , (47 Mo. 164) 2444, 2446	Harrison v. Carondelet Street, etc., (28 La. Ann. 881) 660
Harris v. Atlanta, (62 Ga. 290) 5063, 5416	Harrison v. Chicago, (163 Ill. 129) 4067
Harris v. Chicago, (162 Ill. 288) 3172, 4441	Harrison v. Columbus, (44 Tex. 418) 5445
Harris v. Commonwealth, (20 Grat. Va. 833) 3252, 3261	Harrison v. Elgin, (53 Ill. App. 452) 2034
Harris v. Elliott, (10 Pet. U. S. 25) 3176	Harrison v. Greenville, (146 Ky. 96) 3280
Harris v. Fond du Lac, (104 Wis. 44) 5580	Harrison v. Horton, (5 Cal. App. 415) 1156
Harris v. Kill, (108 Ill. App. 305) 5077	Harrison v. Mount Auburn Cable R. Co., (9 Ohio S. & C. P. Dec. 805) 3616, 5348
Harris v. Livingston, (28 Ala. 577) 795	Harrison v. New Brighton, (97 N. Y. S. 246) 4140, 4159, 4191, 4193
Harris v. Nesbit, (24 Ala. 398) 362, 681, 682	Harrison v. New Orleans, (33 La. Ann. 222) 1532, 1535
Harris v. People, (18 Colo. App. 160) 1286	Harrison v. New Orleans Pac. R. Co., (34 La. Ann. 462) 517, 3385, 3386
Harris v. People, (218 Ill. 439) 1481	Harrison v. People, (36 Ill. App. 319) 1078
Harris v. People, (64 N. Y. 148) 981	Harrison v. People, (97 Ill. App. 421) 1738
Harris v. Rome, (10 Ga. App. 409) 5539	Harrison v. People, (101 Ill. App. 224) 5275
Harris v. School District, (28 N. H. 58) 278, 1369, 1379	Harrison v. People, (121 Ill. App. 189) 2171, 2245, 2268
Harris v. Shaffer, (92 N. C. 30) 2376	Harrison v. People, (124 Ill. App. 519) 5270
Harris Co. v. Stewart, (91 Tex. 133) 448	Harrison v. People, (195 Ill. 466) 2111
Harris v. Tacoma, (39 Wash. 135) 4529, 4530	Harrison v. Philadelphia, (3 Phila. Pa. 138) 4026
Harris v. Taylor, (58 Tex. 690) 3333	Harrison v. Pike's Heirs, (4 Wkly. Law Bul. [Ohio] 156) 2937
Harris v. Water Valley, (78 Miss. 659) 700	Harrison v. Seal, (66 Miss. 129) 3275
Harris v. Watson, (Peake, N. P. 72) 865	Harrison v. State, (9 Mo. 530) 509, 894, 896, 1805, 1807
Harris v. Zable, (5 Ky. L. Rep. 114) 4170	Harrison v. Vines, (46 Tex. 15) 5362
Harris & Cole Bros. v. Columbia Water Light Co., (114 Tenn. 328) 3597	Harrison v. Walker, (1 Ga. 32) 1788
Harris & City of Hamilton, <i>In re</i> , (44 Up. Can. Q. B. 641) 1745	Harrison County Court v. Smith's Admr., (15 B. Mon. Ky. 155) 2770
Harrisburg's Appeal, (Pa. 10 Atl. 787) 2918, 2919	Harrisonburg v. Roller, (97 Va. 582) 854, 3913, 3929, 3940
Harrisburg, <i>In re</i> , (2 Chest. Co. Rep. 333) 2090	Harriss v. Wright, (121 N. C. 172) 380
Harrisburg, <i>In re</i> Vacation of Street of, (1 Pears. 87) 3900	Harrodsburg v. Abram, (138 Ky. 157) 5680, 5775
Harrisburg v. Baptist, (156 Pa. St. 526) 4517	Harrodsburg v. Harrodsburg Water Co., (23 Ky. L. Rep. 956) 568, 2613, 2618, 3674
Harrisburg v. Funk, (200 Pa. St. 348) 4357	
Harrisburg v. McPheeran, (200 Pa. 343) 4332	
6 McQ. 37.	

(References are to Pages.)

Harrodsburg v. Renfro, (22 Ky. L. Rep. 806)	721, 1661, 2226
Harrodsburg v. Salice, (142 Ky. 829)	5737
Harrodsburg Water Co. v. Harrodsburg, (24 Ky. L. Rep. 2193)	3680
Harshman v. Bates County, (Fed. Cas. No. 8,148)	4232
Hart, <i>Is re</i> , (159 N. Y. 278)	5267
Hart v. Albany, (9 Wend. N. Y. 671)	592, 1642, 1555, 1916, 1925, 1929, 1938, 2259
Hart v. Adams, (125 N. Y. 8. 652)	2022
Hart v. Ainsworth, (59 Neb. 418)	2229
Harter v. Barkley, (158 Cal. 742)	1962, 2029, 2039, 2055, 2067, 2052, 2059
Hart v. Bridgeport, (Fed. Cas. No. 4,149)	5064, 5066, 5401, 5477
Hart v. Brooklyn, (36 Barb. N. Y. 226)	5721
Hart v. Buckner, (54 Fed. 925)	2937, 2940, 2942, 2441
Hart v. Burnett, (15 Cal. 530)	275, 2480, 2527, 2921
Hart v. Gaven, (12 Cal. 476)	605
Hart v. Murray, (48 Ohio St. 605)	465, 1180
Hartford v. Maslen, (76 Conn. 599)	506
Hart v. Neillville, (141 3)	6, 5547
Hart v. Neillville, (125 546)	4247, 5530, 5531, 5532, 5535, 6, 5542
Hart v. New Orleans, (12 292)	2, 4628
Hart v. New York, (201 1 45)	2666, 2667, 4137, 4148, 9, 4182
Hart v. New York, (44 N. 767)	5220
Hart v. Newark, (N. J. 77 Atl. 1036)	946
Hart v. Omaha, (74 Neb. 836)	4244, 4275, 4286
Hart v. Union, (57 N. J. L. 99)	5448
Hart v. West Orange Tp., (40 N. J. L. 122)	4242
Hart v. Wyndmere, (21 N. D. 283)	4634, 4772
Harter v. Kernochan, (103 U. S. 562)	4872, 4906
Harter v. San Jose, (141 Cal. 659)	2519, 2542
Hartfield v. Columbus, (109 Ga. 112)	2226
Hartford v. Graves, (8 Kan. App. 677)	5686
Hartford v. Hartford Electric Light Co., (65 Conn. 324)	2628, 2672, 2902
Hartford v. Hartford St. R. Co., (73 Can. 327)	2922
Hartford v. Hills, (72 Conn. 599)	5021
Hartford v. Maslen, (76 Conn. 599)	2516, 2535, 2224
Hartford v. Mechanics Savings Bank, (79 Conn. 38)	4492, 4547
Hartford v. New York, etc. R. Co., (59 Conn. 250)	2978
Hartford v. Poindexter, (84 Conn. 121)	4490
Hartford v. Talcott, (48 Conn. 526)	1467, 1938
Hartford Board of Water Commissioners v. Bloomfield, (84 Conn. 522)	2656
Hartford Bridge Co. v. East Hartford, (16 Conn. 149)	512, 692, 700
Hartford Bridge Co. v. Union Ferry Co., (22 Conn. 210)	895
Hartford Fire Ins. Co. v. Houston, (102 Tex. 217)	2416, 2676
Hartford Fire Insurance Co. v. Houston, (Tex. Civ. App. 110 S. W. 973)	2425
Hartford Fire Ins. Co. v. Peoria, (156 Ill. 420)	4961, 4994
Hartington v. Luge, (23 Neb. 823)	609, 619, 624, 631, 642
Hartje v. Moxley, (226 Ill. 164)	2021
Hartley v. Vermillion, (Cal. 79 Pac. 278)	2252
Hartman v. Greenhow, (102 U. S. 672)	1640, 5299
Hartmann v. New York, (89 N. Y. 8. 912)	1149, 1160
Hartman v. New York, (51 How. Pr. N. Y. 351)	1118
Hartman v. Wilmington, (1 Marv. Del. 215)	5219
Hartnet v. New York, (127 N. Y. 8. 295)	5601
Harton v. Avondale, (147 Ala. 458)	2910, 4086
Harts v. People, (171 Ill. 458)	2945, 4274
Hartt v. Harvey, (32 Barb. 55)	921, 5249, 5252, 5258
Hartwell v. Littleton, (12 Pick. Mass. 229)	1250
Harvard Ave., <i>Is re</i> , (47 Wash. 535)	4234
Harvard College v. Boston, (104 Mass. 470)	812, 4421, 5194
Harvey v. Aurora & Geneva Ry. Co., (188 Ill. 283)	1515, 3267, 3497
Harvey v. Aurora & Geneva Ry. Co., (174 Ill. 295)	2511
Harvey v. Chester, (211 Pa. 563)	5607
Harvey v. Clarinda, (111 Ia. 628)	5580, 5774
Harvey v. Dean, (62 Ill. App. 41)	2272, 2437, 2439
Harvey v. Dewoody, (18 Ark. 252)	1169, 1916, 1922, 1928
Harvey v. Elkins, (65 W. Va. 205)	2062
Harvey v. Hillsdale, (86 Mich. 330)	5471
Harvey v. Olney, (42 Ill. 226)	5187
Harvey v. Wilson, (78 Ill. App. 544)	2592, 2595, 2624
Harward v. St. Clair, etc. Co., (61 Ill. 120)	296, 412, 841, 2626, 3902, 4988
Harwell v. Mansfield, (9 Ga. App. 479)	6047
Harwood v. Donavan, (188 Mass. 487)	4520
Harwood v. Quinby, (44 Ia. 285)	5235
Hasbrouck v. Milwaukee, (13 Wis. 37)	382, 4747
Hasbrouck v. Milwaukee, (17 Wis. 266)	4169
Hasbrouck v. Milwaukee, (21 Wis. 217)	526
Hase v. Seattle, (51 Wash. 174)	5124, 5395, 5397
Haskell, <i>Es parte</i> , (112 Cal. 412)	1481, 1620, 1605, 1733, 1734, 1744
Haskell v. Barker, (Tex. Civ. App. 124 S. W. 823)	5589
Haskell v. Bartlett, (34 Cal. 281)	1520, 2985, 4467
Haskell v. Bristol County Com'rs, (9 Gray, Mass. 341)	4227
Haskel v. Burlington, (30 Ia. 232)	774, 5037
Haskell v. Denver Tramway Co., (22 Colo. 80)	2787

TABLE OF CASES.

5923

(References are to Pages.)

Haskell v. Long Beach, (153 Cal. 543)	611	Haughawout v. Hubbard, (131 Cal. 675)	353
Haskell v. National Life Ins. Co., (90 Fed. 228)	4873, 4898, 4905	Haughawout v. Raymond, (148 Cal. 311)	4017, 4028
Haskell v. New Bedford, (108 Mass. 208)	3045, 3048, 3051, 5434, 5549, 5562, 5563	Haughawout v. New York, (2 Keyes, N. Y. 419)	4108
Haskell v. Webb, (Tex. Civ. App. 140 S. W. 127)	5451	Haughwout v. New York, (2 Abb. Dec. N. Y. 344)	4111
Haskins v. Cincinnati Consol. St. R. Co., (7 Ohio Dec. 713) 3441, 3491		Haumelster v. Porter, (74 Cal. xix)	4923
Haskins & Sells v. Oklahoma City, (Okla. 126 Pac. 204) 4680, 4747		Hauns v. Central Kentucky Lunatic Asylum, (103 Ky. 562)	5106
Haslett v. New Albany Belt & Terminal R. Co., (7 Ind. App. 603)	3605, 3608	Haupt's Appeal, (125 Pa. St. 511) 3854	
Hassard v. Municipality No. 2, (7 La. Ann. 495)	1814	Haupt v. Rogers, (170 Mass. 71) 5234, 5250	
Hasse, <i>In re</i> , (83 N. Y. S. 932) ..	402	Haus's Estate, (2 Pa. Dist. Rep. 88)	4495
Hasse v. Rochester, (65 N. Y. 516)	4463, 4527	Hause v. St. Paul, (94 Minn. 115) 4206	
Hassinger v. Holt, (47 W. Va. 348)	5223	Hause v. Newel, (60 Minn. 481) 2295	
Hast v. Piedmont & C. R. Co., (52 W. Va. 396)	3213, 3243, 3293	Hausmann v. Madison, (85 Wis. 187)	5695, 5751
Hastings v. Aiken, (1 Gray, Mass. 163)	1783	Hauss E. L. P. Co. v. Jones Bros. E. Co., (10 Ohio Dec. 709)	3465
Hastings v. Columbus, (42 Ohio St. 585)	1521, 2643, 2648	Havana v. Biggs, (58 Ill. 483) 2311, 3246	
Hastings v. Hansen, (44 Neb. 704)	601, 615, 633	Haven v. Lowell, (5 Metc. Mass. 35)	1267, 2131, 2139
Hastings Express Co. v. Chicago, (135 Ill. App. 236)	1744	Haven v. New York, (73 N. Y. S. 678)	4048
Hastings Pavement Co. v. Cromwell, (124 N. Y. S. 388) 2687, 2702		Havens v. Lathene, (75 N. C. 505) 1180	
Hastings, etc. R. Co v. Ingalls, (15 Neb. 123)	3608	Haverhill Aqueduct Co. v. Page, (52 N. H. 472)	3697
Hastings Water Co. v. Hastings, (216 Pa. St. 178)	3817	Havermans v. Troy, (50 How. Pr. N. Y. 510)	3992, 3993, 4055
Hasty v. Huntington, (105 Ind. 540)	2061, 2074, 2076	Haverstraw v. Eckerson, (192 N. Y. 54)	2903, 2933
Haswell v. New York, (81 N. Y. 255)	1116	Haverty v. Bass, (66 Me. 71)	1936
Hatch v. Consumers' Co. (17 Idaho. 204) 628, 652, 3575, 3576, 3580, 3582, 3583, 3584, 3660		Having v. Covington, (25 Ky. L. Rep. 1617)	5499
Hatch v. Elmira, (126 N. Y. S. 863)	5699	Havre De Grace Real Estate & Power Co. v. Havre De Grace, (102 Md. 33) 5010, 5013, 5039, 5419, 5588, 5672	
Hatch v. Mann, (15 Wend. N. Y. 44)	1144	Hawes v. Chicago, (158 Ill. 653) 1574, 1583, 1704, 2857, 4083	
Hatch v. Pendergast, (15 Md. 251)	2135, 2138	Hawesville v. Hawes, (6 Bush Ky. 232)	2820, 2827
Hatch, Holbrook & Co. v. Pottawattamie County, (43 Ia. 442) 4368		Hawesville Board of Education v. Louisville H. & St. L. R. Co., (110 Ky. 932)	4971
Hatcher v. Dallas, (Tex. Civ. App. 1911, 133 S. W. 914)	1885, 5059	Hawk v. Marion County, (48 Ia. 472)	813, 864
Hatfield v. Straus, (189 N. Y. 208)	2877, 2880, 2924, 2950	Hawkes v. Kennebeck, (7 Mass. 461)	282
Hathaway, <i>In re</i> , (71 N. Y. 238) 943		Hawkins v. Bay City, (149 Mich. 268)	1132, 1133
Hathaway v. Addison, (48 Me. 440)	922, 1361, 1371, 1377	Hawkins v. Carroll County, (50 Miss. 735)	927
Hathaway v. Des Moines, (97 Ia. 333)	1009, 1087	Hawkins v. Cook, (62 N. J. L. 84)	1022, 1310
Hathaway v. Everett, (205 Mass. 246)	5063, 5459	Hawkins v. Horton, (91 Minn. 285)	3993, 3995
Hathaway v. Hinton, (1 Jones Law N. C. 243)	1174	Hawkins v. Jonesboro, (63 Ga. 527)	1050
Hathaway v. New Baltimore, (48 Mich. 251)	203	Hawkins v. Litchfield, (120 Mich. 390)	1454
Hathaway v. Osborne, (25 R. I. 249)	5386, 5441	Hawkins v. Municipal Council, etc., (2 Up. Can. C. P. 72) 570, 1493	
Hatheway v. Sackett, (32 Mich. 97)	570, 2499	Hawkins v. Newman, (4 Mees. & W. 613)	947, 1070
Hattersly v. Waterville, (26 Ohio Cir. Ct. R. 226)	3390	Hawkins v. Sanders, (45 Mich. 491)	2006, 2905
Hatton v. Chatham, (24 Ill. App. 622)	1999, 2981	Hawkins v. Sumter County, (57 Ga. 166)	5031
Hatzung v. Syracuse, (92 Hun. N. Y. 203)	1533	Hawkins & Sells v. Oklahoma City, (126 Pac. 204)	4729
Haubner v. Milwaukee, (124 Wis. 153)	4220	Hawkinsville v. Ethridge, (96 Ga. 326)	2444
Haugen v. Albina Light & Water Co., (21 Ore. 411)	3573	Hawks v. Charlemon, (107 Mass. 414)	5436
		Hawks v. Northampton, (116 Mass. 420)	5608, 5634

(References are to Pages.)

Hawkshurst v. Asbury Park, (65 N. J. Eq. 496)	2931	Hayward v. Manzer, (70 Cal. 476)	3267, 3312
Hawley, <i>Ex parte</i> , (S. D. 115 N. W. 93)	1678	Hayward v. People, (145 Ill. 55)	314, 5015
Hawley v. Atlantic, (92 Ia. 172)	5666	Hayward v. Red Cliff, (20 Colo. 33)	2474, 2712
Hawley v. Fayetteville, (82 N. C. 22)	4926	Hayward v. School Dist., (2 Cush. Mass. 419)	1272, 1275
Hawley v. Harrall, (19 Conn. 142)	1980, 1994, 2001, 3977	Haywood v. New York Cent. & H. Ry. Co., (59 Hun. N. Y. 617)	1828
Hawthorne v. East Portland, (13 Ore. 271)	3889, 3973, 3981, 4536	Haywood v. Savannah, (12 Ga. 404)	1416, 1418, 1610, 1775, 1776, 1780, 1786, 1805
Hawthorne v. Hoboken, (32 N. J. L. 172)	4756	Haywood v. Wheelers, (11 Johns. N. Y. 432)	1035
Hawthorn v. St. Louis, (11 Mo. 59)	5224	Hayzlett v. Mt. Vernon, (33 Ia. 229)	5011
Hawxhurst v. New York, (43 Hun. N. Y. 598)	5491	Hazard v. Board of Education, (N. J. 75 Atl. 237)	4203
Hay v. Alexandria & W. R. Co., (20 Fed. 15)	4585	Hazard Powder Co. v. Vogler, (58 Fed. 152)	2084
Hay v. Baraboo, (127 Wis. 1)	766, 5132, 5581, 5594	Hazel v. Owensboro, (30 Ky. L. Rep. 627)	5069, 5764
Hay v. Lexington, (114 Ky. 665)	3047	Hazegreen v. McNabb, (23 Ky. L. Rep. 811)	1361, 4293, 4296, 4297, 4504
Hay v. Springfield, (64 Ill. App. 671)	3808, 4715	Hazelhurst v. Baltimore, (37 Md. 199)	4349
Hay v. Weber, (79 Wis. 587)	2960	Hazelhurst v. Mayer, (96 Miss. 656)	781, 786
Hayday v. Ocean City, (67 N. J. L. 155)	4533	Hazelhurst v. Mayer, (84 Miss. 7)	2864, 3860, 4814, 4819, 4831
Hayden v. Douglas County, (170 Fed. 24)	4797	Hazelrigg v. Frankfort, (29 Ky. L. Rep. 207)	5729, 5737
Hayden v. Madison, (7 Me. 76)	4147	Hazeltine v. Blake, (26 Wash. 231)	4745
Hayden v. Noyes, (5 Conn. 391)	595, 1274, 1277, 1617	Hazelton Boiler Co. v. Hazelton Tripod Boiler Co., (137 Ill. 231)	3361
Hayden v. State, (69 Ga. 731)	2436, 2441	Hazen v. Lerche, (47 Mich. 626)	280
Hayden v. Stone, (112 Mass. 346)	3289	Hazen v. Strong, (2 Vt. 427)	1907, 1935, 1936
Hayes, <i>Ex parte</i> , (98 Cal. 55)	1628	Hazzard v. Council Bluffs, (79 Ia. 106)	5764
Hayes, <i>In re</i> , (139 Wis. 163)	8003	Hazzard v. Council Bluffs, (87 Ia. 51)	5676
Hayes v. Appleton, (24 Wis. 542)	1576, 1584	Hazzard v. Heacock, (39 Ind. 172)	4454
Hayes v. Christner, (61 Neb. 272)	1141	H. B. Anthony Shoe Co. v. West Jersey R. Co., (57 N. J. Eq. 607)	2948
Hayes v. Cleveland, (55 Ohio St. 117)	316	Heacock v. Hosmer, (109 Ill. 245)	2376
Hayes v. Douglass County, (92 Wis. 429)	4480	Heacock v. Lubukee, (108 Ill. 641)	2375
Hayes v. Holly Springs, (114 U. S. 120)	4625	Head v. Curators, etc., (47 Mo. 220)	252
Hayes v. Hyde Park, (153 Mass. 514)	5767	Head v. Cowley, (82 Fed. 716)	4908
Hayes v. Kirkwood, (136 Cal. 396)	921	Head & Amory v. Providence Ins. Co., (2 Cranch U. S. 127)	2609
Hayes v. Michigan Cent. R. Co., (111 U. S. 228)	1409, 1462, 2102, 3362	Heald v. Lang, (98 Mass. 581)	1169
Hayes v. Seattle, (43 Wash. 50)	5691	Healdsburg v. Mulligan, (113 Cal. 205)	1178, 1180
Hayes v. Vancouver, (61 Wash. 536)	3065	Healdsburg Electric L. & P. Co. v. Healdsburg, (5 Cal. App. 558)	5440
Hayes v. West Bay City, (91 Mich. 418)	5635, 5638, 5704, 5722	Healey v. Atlanta, (125 Ga. 736)	3252, 3253, 3288
Hayford v. Bangor, (102 Me. 340)	3094	Healey v. New Haven, (49 Conn. 394)	4235
Haynes, <i>In re</i> , (54 N. J. L. 6)	471, 472	Healey v. New Haven, (47 Conn. 305)	4227
Haynes v. Burlington, (38 Vt. 350)	5556	Health Department v. Knoll, (70 N. Y. 530)	2403
Haynes v. Cape May, (52 N. J. L. 180)	1544, 1570, 1571, 1745	Health Department v. Lalor, (38 Hun. N. Y. 542)	3055
Haynes v. Commonwealth, (31 Grat. Va. 96)	1054	Health Department v. Purdon, (99 N. Y. 237)	1929
Haynes v. Thomas, (7 Ind. 38)	2945, 2981, 2992	Health Department v. Trinity Church, (145 N. Y. 32)	1960
Haynes v. Washington County, (19 Ill. 66)	297, 1036	Healy v. Johnson, (127 Ia. 221)	1482
Hays v. Columbia, (159 Mo. App. 431)	5424	Healy v. New York, (3 Hun. N. Y. 708)	5759
Hays v. Hogan, (5 Cal. 241)	4984, 5037	Healy Lumber Co. v. Morris, (33 Wash. 490)	
Hays v. Jones, (27 Ohio St. 218)	4006	Heaney v. Chicago, (117 Ill. App. 405)	1206, 1251
Hays v. Oil City, (Pa. 11 Atl. 63)	1142		
Hays v. Pacific Mail Steamship Co., (17 How. U. S. 596)	899, 1688		
Hays v. Vincennes, (82 Ind. 178)	4067, 4318, 4480, 4481		
Hayter v. Benner, (67 N. J. L. 359)	1037, 1038		
Hayward v. Davidson, (41 Ind. 212)	2488		

(References are to Pages.)

Heap v. The Burnley Union, (12 Q. B. Div. 617)	1952	Heerman's Heirs v. Municipality No. 2, (15 La. 597)	4430, 4508
Heape v. Berkeley, (80 S. C. 32)	5401	Hefferman v. San Francisco Superior Court, (98 Cal. XVII)	3915
Heard v. Calhoun School Dist., (45 Mo. App. 660)	4888	Heffern v. Haverstraw, (128 N. Y. S. 399)	5750
Heard v. Commissioners of Charities, etc., (51 N. Y. S. 375)	5101	Heffleman v. Pennington County, (3 S. D. 162)	580, 4771
Heard v. Connor, (Tex. Civ. App. 84 S. W. 605)	2228	Heffner v. Toledo, (75 Ohio St. 413)	1483, 4817, 4834, 4850
Heard v. School Directors, (45 Pa. St. 98)	5079	Heffran v. Hutchins, (160 Ill. 550)	1218
Hearn, <i>In re</i> , Hearn, (96 N. Y. 378)	4427	Heffron v. Detroit City R. Co., (92 Mich. 406)	2103
Hearns v. Waterbury Hospital, (66 Conn. 98)	205	Heffron v. Galveston, (33 Tex. Civ. App. 52)	3211, 3279
Hearst v. McClellan, (92 N. Y. S. 484)	5150, 5320, 5321	Heft v. Payne, (97 Cal. 108)	4162, 4521
Hearst's Chicago American v. Spiss, (117 Ill. App. 436)	1454, 1759, 1795	Hegeman v. Passaic, (51 N. J. L. 109)	4509
Heath, <i>Ex parte</i> , (3 Hill, N. Y. 42)	1030, 1038	Heidelberg v. St. Francis Co., (100 Mo. 69)	2632
Heath v. Des Moines & St. L. R. Co., (61 Ia. 11)	2873, 5680	Heidenheimer v. Galveston, (2 Posey Unrep. Cas. Tex. 153)	1932, 3916
Heath v. Hall, (Tex. Civ. App. 29 S. W. 160)	2050, 2051	Heidenwag v. Philadelphia, (168 Pa. 72)	2392, 5715
Heath v. Iola, (81 Kan. 177)	2804	Heldleberg, <i>Ex parte</i> , (51 Tex. Cr. Rep. 581)	2064
Heath v. Manson, (147 Cal. 694)	5609, 5611, 5734	Hellbron, <i>Ex parte</i> , (65 Cal. 609)	1945, 1948
Heath v. Salt Lake City, (16 Utah 374)	1074	Hellbron v. Cuthbert, (96 Ga. 312)	1517, 3671, 3897, 4655, 4813
Hebard v. Ashland, (55 Wis. 145)	4736	Hellbron v. St. Louis, etc. R. Co., (52 Tex. Civ. App. 575)	3203, 3224
Heberling v. Warrensburg, (133 Mo. App. 544)	5675	Helm v. Figg, (28 Ky. L. Rep. 396)	4357
Heberling v. Warrensburg, (204 Mo. 604)	5603, 5676, 5720, 5745	Heine v. Levee Com'rs., (19 Wall. U. S. 655)	715
Hebllich v. Hancock County Court, (10 Ky. L. Rep. 311)	5293	Heineck v. Gross, (99 Ill. App. 141)	2875, 2895
Hechinger v. Maysville, (22 Ky. L. Rep. 486)	1628	Heini v. Terre Haute, (161 Ind. 44)	4575, 4698
Hecht v. Coale, (93 Md. 692)	1038, 1194, 1283, 1294	Heinrich v. St. Louis, (125 Mo. 424)	519, 2992, 3000
Heck v. McEwen, (12 Lea Tenn. 97)	326, 328, 333	Heinroth v. Kochersperger, (173 Ill. 205)	4370
Heck v. Findley, etc. Co., (16 Ohio Cir. Ct. 111)	1049	Heins v. Lincoln, (102 Ia. 69)	1500, 4720, 4815, 4824, 4826
Hacke & Hugus, <i>In re</i> , (101 Pa. 245)	2941	Heinssen v. State, (14 Col. 228)	1789, 2192
Hecker v. Illinois Cent. R. Co., (231 Ill. 574)	1443	Heintz v. Moulton, (7 S. D. 272)	1720
Hecker v. New York, (18 Abb. Pr. N. Y. 369)	1990	Heiple v. East Portland, (13 Ore. 97)	2784, 2790, 2798, 4503
Heckerman v. Hummel, (19 Pa. St. 64)	3328	Heiple v. Washington, (219 Ill. 604)	4016, 4470, 4475
Heckman v. Evenson, (7 N. D. 173)	5753	Heisembrittle v. Charleston, (2 MacMullen S. C. 233)	2124
Hecksher v. Philadelphia, (9 Pa. Atl. 281)	5163	Heiser v. New York, (104 N. Y. 68)	4271, 5576
Heddleston v. Hendricks, (52 Ohio St. 460)	2982	Heiser v. Shenandoah, (1 Leg. Chron. Pa. 118)	4965
Hedenberg v. Chicago, (163 Ill. 129)	4071	Heiskell v. Baltimore, (65 Md. 125)	1295, 1299
Hedge v. Des Moines, (141 Ia. 4)	4120, 4128, 4566	Helton & Co. v. McSweeney, (2 I. R., 1905, 47)	1593
Hedges v. Dixon County, (150 U. S. 182)	4748, 4893, 5164	Heitz v. St. Louis, (110 Mo. 618)	3204, 3290, 3305
Hedges v. Kansas City, (13 Mo. App. 62)	5761	Heltzelman v. State, (Tex. Crim. App. 1894, 26 S. W. 729)	2170
Hedrick v. Olathe, (30 Kan. 348)	3531, 4244, 4250, 4251	Heizer v. Yohn, (37 Ind. 415)	661, 5075
Hedrick v. People, (221 Ill. 374)	5242	Heland v. Lowell, (3 Allen Mass. 407)	1412, 1429, 1430, 5650
Hedrick v. Smith & Reed, (137 Ia. 625)	4454	Helena Consolidated Water Co. v. Steele, (20 Mont. 1)	504, 533, 540
Hedwick v. St. Joseph, (138 Mo. App. 396)	5448	Helena v. Dwyer, (64 Ark. 424)	1580, 1913
Heebner v. Orange City, (44 Fla. 159)	657	Helena v. Gray, (7 Mont. 486)	2387
Heeg v. Licht, (80 N. Y. 579)	2084	Helena v. Helena Waterworks Co., (173 Fed. 18)	5314
Heeney v. Sprague, (11 R. I. 456)	787, 1469, 1471, 1824	Helena v. Hornor, (58 Ark. 151)	5166
Heer Dry Goods Co. v. Citizens' Ry. Co., (41 Mo. App. 63)	1471	Helena v. Kent, (32 Mont. 279)	1883, 1900, 1989, 2306, 2311, 2354, 2805

(References are to Pages.)

Helena v. Miller, (88 Ark. 263)			
	1589, 1706,	1734	
Helena v. Mills, (94 Fed. 916)		4746	
Helena v. Rogan, (26 Mont. 452)			
	3123,	3134	
Helena v. Thomson, (29 Ark. 569)		5398	
Helena v. Turner, (36 Ark. 577)		2775	
Helena v. Wooten, (Ark. 1911,			
135 S. W. 828)		2009	
Helena Waterworks Co. v. Helena,			
(27 Mont. 205)		4617	
Helena Waterworks Co. v. Helena,			
(31 Mont. 243)	829, 4600,	4713	
Helena Waterworks Co. v. Helena,			
(195 U. S. 383)		3817	
Helena Con. Water Co. v. Steele,			
(20 Mont. 1)		3836	
Helper v. Simon, (53 N. J. L. 550)			
	436,	499	
Hellen v. Medford, (188 Mass. 42)			
		3175	
Hellen v. Noe, (Ired. N. C. 493)			
	1553, 1925, 2050, 2051, 2053,	2057	
Hellenkamp v. Lafayette, (30 Ind. 192)		4135, 4314	
Helena v. United States, (104 Fed. 113)		4988	
Heller v. Alvarado, (1 Tex. Civ. App. 409)		1848	
Heller v. Atchison, etc. R. Co. (28 Kan. 625)	2992, 3007, 4260, 4310,	4311	
Heller v. Garden City, (58 Kan. 263)		2861, 4183, 4354	
Heller v. Sedalla, (53 Mo. 159)		5069	
Heller v. Stremmel, (52 Mo. 309)			
	257, 261, 279, 596, 984,	5073	
Helling v. Boss, (121 N. Y. S. 1013)		1810, 1818	
Helm v. Grayville, (234 Ill. 274)			
	3082, 3114, 3128, 3130,	3186	
Helm v. McClure, (107 Cal. 199)			
	2936,	3265	
Helm v. Pridgen, (1 White & W. Civ. Cas. Tex. Ct. App. 643)		1649	
Helm v. Webster, (85 Ill. 116)		3011	
Helm v. Witz, (35 Ind. App. 131)			
	4410,	4414	
Hellman v. Los Angeles, (147 Cal. 653)		5023, 5032	
Hellman v. Shoulters, (114 Cal. 136)	1514, 4046, 4308, 4342,	4793	
Helms v. State, (19 Ind. App. 360)		2624	
Heman v. Allen, (156 Mo. 534)			
	1515, 3023, 3025, 4082, 4288, 4369,	4371	
Heman v. Ballard, (40 Wash. 81)		4195	
Heman v. Farish, (97 Mo. App. 393)		4485	
Heman v. Franklin, (99 Mo. App. 346)		3923, 4484, 4563	
Heman v. Gilliam, (171 Mo. 258)			
	4157, 4158, 4332,	4460	
Heman v. Green, (15 Mo. App. 593)		4486	
Heman v. Larkin, (108 Mo. App. 392)		4484, 4485, 4540	
Heman v. Larkin, (Mo. 70 S. W. 907)		4484	
Heman v. McLaren, (28 Mo. App. 654)		845	
Heman v. McNamara, (77 Mo. App. 1)		4554	
Heman v. Payne, (27 Mo. App. 481)	1824, 3023, 3025, 3060,	4484	
Heman v. Ring, (85 Mo. App. 231)		1571,	
	1586, 4066, 4341, 4484,	4563	
Heman v. St. Louis, (213 Mo. 538)		2631, 4026, 4043	
Heman v. Schulte, (166 Mo. 409)			
	826,	835	
Heman v. Shumate, (157 Mo. 291)		4082	
Heman Constr. Co. v. Loevy, (64 Mo. App. 430)	1289, 1363, 1453, 4065, 4097, 4098, 4099, 4443,	4487	
Heman Constr. Co. v. Loevy, (179 Mo. 455)		4125, 4484, 4485, 4535	
Heman Constr. Co. v. McManus, (102 Mo. App. 649)		4424	
Heman Constr. Co. v. Wabash R. Co. (206 Mo. 172)		4327, 4337, 4398	
Hembling v. Grand Rapids, (99 Mich. 292)		5731, 5769	
Heminger v. Cleveland, (2 Ohio Dec. 428)		1750	
Hemmer v. Hustace, (51 Hun. N. Y. 457)		833	
Hemming v. New Haven, (82 Conn. 661)		5648	
Hemingway v. Chicago, (60 Ill. 324)		4474	
Hemphill v. Boston, (8 Cuch. Mass. 195)		3307, 5644	
Hemple v. Hastings, (79 Neb. 723)		654, 656, 5039	
Hempstead, <i>In re</i> , (55 N. Y. S. 345)		5132, 5325	
Hempstead v. Ball Electric Light Co., (41 N. Y. S. 124)		3541	
Hempstead v. Des Moines, (63 Ia. 36)		4259	
Hempstead v. Lawrence, (138 N. Y. App. Div. 473)		261	
Hemphill v. Morehouse, (162 Mo. App. 566)		5614	
Hempstead v. Salt Lake City, (32 Utah 261)		4268	
Hempstead v. Seymour, (69 N. Y. S. 462)		4665	
Hendee v. Pinkerton, (14 Allen, Mass. 381)		581	
Hendershott v. Grand Rapids, (142 Mich. 140)		5649	
Hendershott v. Ottumwa, (46 Ia. 658)		5431	
Henderson v. Baltimore, (8 Md. 352)		3939, 4308, 4443	
Henderson v. Central, etc. Ry. (21 Fed. 358)		1647	
Henderson v. Cincinnati, (31 Ohio St. 27)		4831	
Henderson v. Clayton, (22 Ky. L. Rep. 283)		5452	
Henderson v. Cleveland, (93 Fed. 844)		5069, 5458	
Henderson v. Covington, (14 Bush. Ky. 312)		810, 4597, 4599	
Henderson v. Crowder, (28 Ky. L. Rep. 1255)		4263	
Henderson v. Davis, (106 N. C. 88)		354, 363	
Henderson v. Durham Tr. Co., (132 N. C. 799)		2098	
Henderson v. Heyward, (109 Ga. 378)		2195, 2274, 2447	
Henderson v. Hughes County, (13 S. D. 576)	4949, 4978, 5012, 5021,	5023	
Henderson v. Jackson, (12 Fed. 676)		600, 604	
Henderson v. Lambert, (14 Bush. 24)		4150,	
	4151, 4155, 4344, 4443, 4489,	4562	
Henderson v. Lambert, (8 Bush. Ky. 607)		624	
Henderson v. Lexington, (132 Ky. 390)		2985, 3001, 3002, 3113	
Henderson v. London, etc. Ind. Co., (135 Ind. 23)		1096	
Henderson v. Louisville, (4 Ky. L. Rep. 437)		4181	
Henderson v. Marshall, (22 Ky. L. Rep. 671)		2251	
Henderson v. Minneapolis, (32 Minn. 319)		3037,	
	3048, 4232, 5527, 5528, 5529,	5570	

(References are to Pages.)

Henderson v. New York, (3 Otto. U. S. 259)	1691	Hennessey v. Taylor, (189 Mass. 583)	2967
Henderson v. New York (72 N. Y. S. 609)	695	Hannick, <i>In re</i> , (5 Mackey D. C. 489)	1676
Henderson v. Ogden City R. Co., (7 Utah 199) 3393, 3407,	3414	Heno v. Fayetteville, (90 Ark. 282)	1840
Henderson v. O'Halaran, (114 Ky. 186)	5453	Henrico County v. Richmond, (106 Va. 282)	615
Henderson v. Raed, (23 Ky. L. Rep. 463)	5686	Henry, <i>In re</i> (9 N. J. L. J. 241) ..	2136
Henderson v. Sandefur, (11 Bush. 550) 3342, 4289, 5611, 5614,	5615	Henry v. Camden, (42 N. J. L. 335)	1030
Henderson v. Schlamp, (14 Ky. L. Rep. 575)	5671	Henry v. Cincinnati, (25 Ohio Cir. Ct. R. 178)	2736, 2891
Henderson v. Sibley, (38 Minn. 515)	2587	Henry v. Gillies, (138 Ind. 867) ..	2608
Henderson v. Sutton, (7 Ky. L. Rep. 379)	4049	Henry v. Macon, (91 Ga. 263) ..	2137, 2142, 2144, 2293
Henderson v. Travelers' Ins. Co., (128 Fed. 217)	4335	Henry v. Mason City & Ft. Dodge R. Co., (140 Ia. 201)	3652
Henderson v. Weisenberger, (7 Ky. L. Rep. 443)	5672	Henry v. New York, (104 N. Y. S. 440)	5685, 5740
Henderson v. Winstead, (109 Ky. 328)	4276	Henry v. Nicolay, (95 U. S. 619) ..	4877
Henderson v. White, (20 Ky. L. Rep. 1525)	5615	Henry v. Pittsburgh & A. Bridge Co., (8 Watts & S. Pa. 85)	517
Henderson v. Young, (119 Ky. 324) 3235, 3242, 3253, 3256,	3917	Henry v. Sacramento, (116 Cal. 628)	2677
Henderson Bridge Co. v. Henderson, (Ky. 14 S. W. 35)	4992	Henry v. Slatter, (52 Ind. 171) ..	2471, 2488
Henderson Bridge Co. v. Henderson, (90 Ky. 498)	4992	Henry St., <i>In re</i> Vacation of, (123 Pa. St. 346)	2992
Henderson Bridge Co. v. Henderson, (173 U. S. 592) 4945, 4992,	5010, 5015	Henshaw v. Hunting, (1 Gray Mass. 203) ..	2977
Henderson Water Co. v. Henderson Graded Schools, (151 N. C. 171) 2757, 2455, 2667, 2678,	2684	Hensley v. Bu	2)
Hendersonville v. Jordan, (150 N. C. 35)	4652, 4671, 4674	Hensley v. Pec	11, 4004
Hendersonville v. McMinn, (82 N. C. 532)	2224	Hensly v. Han	12, 4969
Hendersonville v. Webb, & Co., (148 N. C. 120) 4007, 4648, 4652,	4612	Hensoldt v. P	17, 5272
Hendrick's Appeal, (102 Pa. St. 258)	4241	Hensoldt v. P	11, 2326
Hendrick v. Crowley, (31 Cal. 471)	4061, 4654	Henson, <i>Ex p</i>	12, 1985
Hendrickson v. Chester City, (221 Pa. 120)	5682	Hentig v. Gilm	13, 4458
Hendrickson v. New York, (56 N. Y. S. 580)	2722	Hentz v. Mou	N, 5571
Hendrickson v. New York, (160 N. Y. 144)	5271	Hepburn v. Jersey City, (67 N. J. L. 114)	2026
Hendrickson v. Point Pleasant Beach, (65 N. J. L. 525)	4429	Hequembourg v. Dunkirk, (49 Hun. N. Y. 550) 411, 3671,	1117
Hengehold v. Covington, (108 Ky. 752)	1925	Herald v. Board of Education,, (65 W. Va. 765)	2521, 5078
Henion, <i>In re</i> , (123 Cal. xviii) ..	2447	Herbert v. Bayonne, (83 N. J. L. 522)	3127
Henke v. McCord, (55 Ia. 378) ..	781, 1197, 1549	Herbert v. Benson, (2 La. Ann. 770)	202
Henkel v. Detroit, (49 Mich. 249) ..	2132, 2912, 5415, 5418	Herbert v. Pennsylvania R. Co., (43 N. J. Eq. 21)	2236, 2941
Henkes v. Minneapolis, (42 Minn. 520)	5692, 5694, 5695	Hercules Iron Works v. Elgin J. & E. Ry. Co., (141 Ill. 491) ..	3296
Henmiger v. Memphis, (120 Tenn. 555)	957	Herrfurth v. Washington, (6 D. C. 288)	5636
Hennen, <i>In re</i> (13 Pet. U. S. 230) ..	1062, 1067, 1230, 1221	Heridia v. Ayres, (12 Pick. Mass. 834)	464
Hennepin v. Dayton, (17 Minn. 260)	3246	Herkimer v. New York Cent. & H. R. R. Co., (51 N. Y. S. 390)	2152
Hennepin v. Robinson, (16 Minn. 281)	340, 3214	Herman v. New York, (121 N. Y. S. 1032)	5676
Hennesy v. Connolly, (12 Hun. N. Y. 178)	2321	Herman v. Oconto, (100 Wis. 391) ..	1516, 2711, 4114, 4174
Hennesy v. Douglas County, (99 Wis. 129) 629, 4409, 4436,	4609	Herman v. Oconto, (110 Wis. 660) ..	4025, 4712, 4719, 4741, 4742, 4744,
Hennesy v. New Bedford, (152 Mass. 280)	4622, 5424	Herman v. Omaha, (75 Neb. 489) ..	2656
Hennesy v. St. Paul, (27 Fed. 565)	1917	Hermann v. State, (54 Ohio St. 506)	2062
Hennesy v. St. Paul, (44 Minn. 206)	4502	Hermann & Grace v. Board of Chosen Freeholders, (78 N. J. Eq. 415)	274, 4167
		Hernandez v. San Antonio, (Tex. 39 S. W. 1022)	5021, 5028
		Herdon v. Salt Lake City, (24 Utah 65)	5529,
			5619, 5621, 5622, 5704, 5705, 5717, 5741

(References are to Pages.)

Heron v. Houston, (217 Pa. 1)	869	Heublein Bros. & Co. v. New Ha-	2601
Herpolschelm v. Funke, (1 Neb. Unoff. 471)	2959	ven, (75 Conn. 545)	2572
Herr v. Lebanon, (149 Pa. St. 222)	5776	Heuermann v. Church, (Tex. Civ. App. 150 S. W. 212)	4763
Herrick v. Cleveland, (7 Ohio Cir. Ct. R. 470)	2927	Hevren v. Reed, (126 Cal. 219)	5221
Herrick v. Pascagoula St. R. & P. Co., (Miss 54 So. 680)	4984	Hewell v. Hugin, (3 Cal. App. 248)	1274
Herrick v. Smith, (1 Gray, Mass. 1)	2446	Hewes v. Crete, (68 Ill. App. 305)	3312
Herries v. Waterloo, (114 Ia. 274)	5650	Hewes v. C	3112
Herring v. District of Columbia, (2 Mackey D. C. 87)	5532	Hewes v.	4377
Herring v. District of Columbia, (3 Mackey, D. C. 572)	5571	Hewes v. R	4169
Herrington v. Lansingburgh (110 N. Y. 145)	5486	Hewin v. A	2237
Herrington v. Macon, (125 Ga. 58)	5620	Hewison v. I	5592
Herrmann, <i>In re</i> , (122 N. Y. S. 752)	2662	Hewison v.	1459
Herrmann v. Cincinnati, (3 Ohio Cir. Ct. R. 257)	319, 450	Hewitt's A	5009
Herrmann v. State, (11 Ohio Cir. Ct. R. 504)	2692	Hewitt v. C	1519
Herron v. Pittsburg, (204 Pa. 509)	5513, 5669	Hewitt v. L	2462
Herscoe v. Buffalo, (Sheld. N. Y. 445)	2927	Irr. District, (124 Cal. 186)	2462
Hershberg v. Barboursville, (142 Ky. 60) 1824, 1894, 1977, 5414, 5444	5446	Hewitt v. Seattle, (62 Wash. 377) 5401, 5404, 5432, 5539, 5590	5656
Hershberger v. Pittsburgh, (115 Pa. St. 78)	4692, 4100, 4424	Hewlett v. Western Union Tel. Co., (28 Fed. 181)	2654, 2656, 2657
Hershey v. Muscatine, (22 Ia. 184)	5002	Hewsey v. Queensborough Gas & Electric Co., (92 N. Y. S. 1114)	2577
Hershey v. Reclamation Dist. No. 720, (162 Cal. 401)	2299	Hewson v. Englewood, (55 N. J. L. 523)	2254
Hershfield v. Rocky Mt. Bell Telephone Co., (12 Mont. 102)	2320, 2461, 2623	Hexamer v. Webb, (101 N. Y. 377)	1936
Hershoff v. Beverly, (45 N. J. L. 288)	2272	Hey v. Philadelphia, (81 Pa. 44)	5774
Herso v. San Francisco, (33 Cal. 134)	254, 1169, 1341, 1496, 1590, 2523, 2726	Hey v. Springfield Water Co., (207 Pa. 38)	2477
Hessing v. Scott, (107 Ill. 600)	3007, 4201	Hoy v. State, (162 Ind. 506)	924
Hesketh v. Braddock, (3 Burr. 1847)	1592, 2299, 2304	Heydenfelt v. Hitchcock, (15 Cal. 514)	2612
Heslep v. Sacramento, (2 Cal. 580)	1144, 1400, 4690	Heyker v. McLaughlin, (106 Ky. 509)	5077
Hess v. Lancaster, (4 Pa. Dist. Rep. 737)	1922, 2007	Heyler v. Watertown, (16 S. D. 25)	2029
Hess v. Pegg, (7 Nev. 23)	421	Heyleman, <i>Ex parte</i> , (92 Cal. 492)	2224
Hess v. Potts, (32 Pa. St. 407)	4669	Heyward v. New York, (7 N. Y. 214)	2482
Hesselbach v. St. Louis, (179 Mo. 505)	2887, 5689, 5716	Heyward v. New York, (8 Barb. N. Y. 486)	2177
Hesseltine v. Wilbur, (29 Wash. 407)	4656	Heywood v. Buffalo, (14 N. Y. 534)	4525, 4532, 5361, 5362, 5364
Hesser v. Grafton, (33 W. Va. 548)	5754	Hiatt v. Darlington, (162 Ind. 570)	650
Hession v. Wilmington, (1 Marv. Del. 122) 3064, 5535, 5540, 5542	5545	Hibbard v. Barker, (84 Kan. 848)	2825, 4215
Hession v. Wilmington, (Del. 27 Atl. 830)	5536, 5545	Hibbard v. Suffolk Co., (162 Mass. 34)	1499, 1500
Hessler v. Drainage Com., (52 Ill. 105)	841	Hibbard, etc. Co. v. Chicago, (59 Ill. App. 470)	1996
Hester v. Durham Traction Co., (138 N. C. 288)	2856, 2857, 2619	Hibbard, etc. Co. v. Chicago, (172 Ill. 91)	1759, 1795, 2006, 2009, 2076, 2244, 2245, 2272
Hester v. Greenwood, (172 Ind. 279)	2445, 2484	Hibernia Fire Engine Co. v. Commonwealth, (93 Pa. St. 264)	1664
Hestonville M. & F. Pass. R. Co. v. Philadelphia, (89 Pa. 210)	3504, 3518, 3551, 3567, 3569	Hickey, <i>In re</i> , (106 N. Y. S. 146)	1101
Heth v. Fond du Lac, (63 Wis. 228)	4296, 4293	Hickey v. Chicago, etc. R. Co., (4 Ill. App. 172)	2405, 2443
Heth v. Radford, (96 Va. 272)	5020	Hickey v. Nampa, (Idaho, 124 Pac. 230)	4635, 4705
Hetherington v. Bissell, (10 Ia. 145)	421	Hickman v. Kansas City, (120 Mo. 110)	4234, 4263
Hett v. Portsmouth, (73 N. H. 224) 1035, 2741, 4122, 4195, 4461, 5042	5042	Hickman v. O'Neal, (10 Cal. 292)	2222, 2295, 2298
		Hickman v. Union Depot Ry. Co., (47 Mo. App. 65)	2091
		Hickok v. Mount Vernon, (120 N. Y. S. 254)	2920
		Hickok v. Shelburne, (14 Vt. 499)	1226, 1266, 1272
		Hicks v. Chesapeake & O. Ry. Co., (102 Va. 197)	2922

TABLE OF CASES.

5929

(References are to Pages.)

Hicks v. Long Branch Com'rs, (69 N. J. L. 300)	1316, 1332, 1338
Hicks v. Perry, (151 Mich. 88) 1718, 2705	
Hicks v. Roanoke Brick Co., (94 Va. 741)	2554, 4199
Hieronimus v. Bienville Water Supply Co., (131 Ala. 447)	3660
Higbie v. Board of Education, (107 N. Y. S. 168)	5400, 5471
Higert v. Greencastle, (48 Ind. 574)	5624, 5666
Higginbotham's Ex'x v. Common- wealth, (25 Gratt. Va. 627) . .	703
Higgins, <i>Ex parte</i> , (14 Mo. App. 601)	2423
Higgins v. Ausmuss, (77 Mo. 351)	1182
Higgins v. Bordages, (88 Tex. 458)	4423
Higgins v. Boston, (148 Mass. 484)	5775
Higgins v. Chicago, (18 Ill. 276)	4538, 5286
Higgins v. Cole, (100 Cal. 260)	981
Higgins v. Crab Orchard, (8 Ky. L. Rep. 112)	5465
Higgins v. Curtis, (39 Kan. 283) 1331, 1346	
Higgins v. Glen Falls, (57 Hun, N. Y. 594)	5686
Higgins v. Norwich Union Guar- dians of the Poor, (22 L. T. N. S. 753)	1965
Higgins v. Prater, (91 Ky. 6) . .	556
Higgins v. San Diego, (118 Cal. 524)	2728, 2749, 3681, 4622, 4623, 4686, 4688, 4734
Higgins v. San Diego, (131 Cal. 294)	4626, 4627, 5146
Higgins v. Sharon, (5 Pa. Super. Ct. 92)	4264
Higgins v. Superior, (134 Wis. 264)	5069, 5070, 5494
Higgins v. Talty, (157 Mo. 280)	2243
Higginson v. Turner, (171 Mass. 586)	312, 2490, 2504
Higginson v. Nahant, (11 Allen, Mass. 530)	3116
High v. Jacksonville, (51 Fla. 207)	5580
Highbarger v. Milford, (71 Kan. 331)	2859, 2981, 2999
Highland v. Galveston, (54 Tex. 527)	3977, 4253
Highland v. Michie, (32 Ky. L. Rep. 761)	2600, 2748, 2755
Highland v. Schulte, (123 Mich. 860)	1933
Highland Park v. McAlpine, (117 Mich. 666)	4658, 5690
Highland Turnpike Co. v. Mc- Kean, (11 Johns. N. Y. 98) . .	1369
Highlands v. Johnson, (24 Colo. 371)	4541, 4543
Hight v. Monroe County Com- missioners, (68 Ind. 575) 864, 2591	
Hightower v. Raleigh, (150 N. C. 569)	2603, 4055, 4588, 4652, 4821, 4938, 4952
Hightower v. Thornton, (8 Ga. 486)	243
Highway Com'rs v. Ely, (54 Mich. 173)	2860, 2861
Highway Com'rs v. Webb & Co., (152 N. C. 710)	534
Higley v. Bunce, (10 Conn. 436)	1515, 1523
Higman v. Sioux City, (129 Ia. 291)	4445, 4467, 4530
Hilbish v. Catherman, (64 Pa. St. 154)	807, 4943
Hilderbrand v. Toledo, (27 Ohio Cir. Ct. R. 427)	4406
Hildreth v. Heath, (1 Ill. App. 82)	989
Hildreth v. Longmont, (47 Colo. 79) 3914, 3979, 3981, 4004, 4005, 4028, 4066, 4298, 4313, 4349, 4370, 4383, 4385, 4392, 4393, 4500	
Hildreth v. Lowell, (11 Gray, Mass. 345)	3032, 3982, 4221
Hildreth v. New York, (122 N. Y. S. 1053)	4131
Hildreth's Heirs v. McIntire, (1 J. J. Marsh, Ky. 206) 1047, 1048, 1286	
Hildrup v. Windfall City, (29 Ind. App. 592)	2002, 2864
Hilgenberg v. Wilson, (55 Ind. 210)	4996
Hilgert v. Barber Asph. Pav. Co., (107 Mo. App. 385) 1046, 1076, 4098, 4143, 4157, 4158	
Hilgert v. Levin, (72 Mo. App. 48)	2172
Hill v. Abbeville, (59 S. C. 396) . .	2270
Hill v. Anderson, (122 Ky. 87) 675, 682, 685, 991, 992	
Hill v. Atlanta, (125 Ga. 697) 1814, 1816, 1830, 1831, 2434, 2441, 2443	
Hill v. Birmingham, (73 Ill. 74)	4957
Hill v. Boston, (122 Mass. 344) 150, 204, 214, 282, 289, 2554, 5200, 5394, 5397, 5399, 5408 5508, 5593	
Hill v. Boston, (193 Mass. 569)	1244
Hill v. Boyland, (40 Miss. 618) 935, 943	
Hill v. Charlotte, (72 N. C. 55) 1454, 5400, 5414, 5420, 5421, 5484	
Hills v. Chicago, (60 Ill. 86) . .	4567
Hill v. Dalton, (72 Ga. 314) 1868, 2346, 2358, 2360	
Hill v. Decatur, (22 Ga. 203) . .	719
Hill v. Duluth City, (57 Minn. 231)	4140
Hill v. East Hampton Select- men, (140 Mass. 381)	805
Hill v. Fond du Lac, (56 Wis. 242)	5624, 5654, 5696
Hill v. Glasgow R. R., (41 Fed. 610)	1648
Hill v. Glenwood, (124 Ia. 479)	5759
Hill v. Godwin, (56 N. H. 441)	1369
Hill v. Grant, (Tex. Civ. App. 1898, 44 S. W. 1016)	361
Hill v. Higdon, (5 Ohio St. 243)	4335, 4453, 4537
Hill v. Hoffman, (Tenn. Ch. 58 S. W. 929)	2956
Hill v. Hopson, (150 Mo. App. 611)	3263
Hill v. Indianapolis, (92 Fed. 467)	2735
Hill v. Kahoka, (35 Fed. 32) 321, 326, 329, 363, 711	
Hill v. Memphis, (23 Fed. 872)	4655
Hill v. Memphis, (134 U. S. 198)	4651, 4828
Hill v. New York, (139 N. Y. 495)	5448
Hill v. People, (16 Mich. 351) . .	2375
Hill v. People, (20 N. Y. 363) . .	1444
Hill v. St. Louis, (159 Mo. 159) 794, 1579, 3058, 3062, 3938	
Hill v. St. Louis, etc. R. Co., (243 Ill. 344)	2944
Hill v. Scotland County, (34 Fed. 208)	4876
Hill v. Sedalia, (64 Mo. App. 494)	5607, 5623
Hill v. State, (4 Sneed, Tenn. 443)	1203

(References are to Pages.)

Hill v. Swingley, (159 Mo. 45)	3023, 5024	Hindman v. Springfield, (80 Mo. App. 579)	1739
Hill v. Thompson, (48 N. Y. Super. Ct. 481)	1615, 3691	Hinds v. Marshall, (22 Mo. App. 208)	5415, 5426, 5654
Hill v. Thompson, (50 N. Y. Super. Ct. 165)	3691	Hine v. New Haven, (40 Conn. 478)	1721, 1725, 2063, 2074, 2077, 2078
Hill v. Warrell, (87 Mich. 135)	4393, 4481	Hine v. Stephens, (33 Conn. 497)	5152
Hill v. Wells, (6 Pick. Mass. 104)	2300	Hines v. Charlotte, (72 Mich. 279)	5399, 5419
Hill Dredging Co. v. Ventnor City, (77 N. J. Eq. 467)	2585, 3383	Hiner v. Jeanport, (65 Ill. 428)	3249
Hill-O'Meara v. Hutchinson, (100 Mo. App. 294)	4484	Hines v. Leavenworth, (3 Kan. 186)	1657, 4336, 4423
Hill-O'Meara Const. Co. v. Sessinghaus, (106 Mo. App. 163)	4393	Hines v. Lockport, (60 Barb. N. Y. 379)	2784
Hillam's Case, (Duke Ch. Uses, p. 375)	5103	Hines v. Lockport, (50 N. Y. 236)	5589
Hilliard v. Asheville, (118 N. C. 845)	4337	Hines v. Nevada, (150 Ia. 620)	5430, 5431, 5448, 5517, 5526, 5542, 5545, 5549
Hilliard v. Bunker, (68 Ark. 340)	2618	Hines v. State, (10 Smedes & M. Miss. 529)	266
Hilliard v. George G. Fetter Lighting & Heating Co., (127 Ky. 95)	3439, 3484	Hingham, etc. Co. v. Norfolk Co., (6 Allen, Mass. 353)	532
Hillhouse v. New Haven, (62 Conn. 344)	3921	Hingle v. State, (24 Ind. 28)	464
Hillman v. Seattle, (33 Wash. 14)	1745	Hinkle, <i>In re</i> , (31 Kan. 712)	1048
Hills v. Peekskill Sav. Bank, (26 Hun, N. Y. 161)	5319	Hinkle, <i>Ex parte</i> , (104 Mo. App. 104)	1734, 2272
Hills v. Peekskill Sav. Bank, (101 N. Y. 490)	4799	Hinkle v. Mattoon, (170 Ill. 316)	4018, 4473, 4474
Hillsboro v. Ivey, (1 Tex. Civ. App. 653)	5066, 5448, 5451	Hinkle v. Philadelphia, (214 Pa. 126)	2618
Hillsborough v. Henderson, (45 Fla. 356)	4812, 4925	Hinkley v. Arkansas City, (69 Fed. 768)	4893
Hillsborough & C. R. Co. v. Cincinnati, (5 Ohio Dec. 122)	4583	Hinkley v. Danbury, (81 Conn. 241)	5765
Hillyer v. Winsted, (77 Conn. 304)	5125, 5595, 5623, 5624, 5633	Hinman v. Clarke, (105 N. Y. S. 725)	2920
Hilsdorf v. St. Louis, (45 Mo. 94)	5471, 5477	Hinsdale v. Shannon, (182 Ill. 312)	1481, 4015, 4072, 4101
Hilton v. Cram, (97 N. Y. S. 1123)	1230, 1259	Hintrager v. Kiene, (62 Ia. 605)	4479
Hilton v. Heverin, (69 Cal. xv)	4010	Hintze v. Elgin, (186 Ill. 251)	4473, 4474
Hilton v. Mason, (92 Ind. 157)	4607	Hinze v. People, (92 Ill. 406)	497, 975, 1034, 1034
Hilton v. St. Louis, (99 Mo. 199)	3165	Hipp v. Houston, (30 Tex. Civ. App. 573)	4155
Hilzinger v. Gillman, (56 Wash. 228)	1234	Hipwell v. National Surety Co., (130 Ia. 656)	4140, 4208, 4209
Himes v. Pittsburg, (213 Pa. St. 362)	4253, 4267	Hire v. New Orleans, (21 La. Ann. 428)	1128
Himmelmann v. Bateman, (50 Cal. 11)	4480	Hirsch v. Brunswick, (114 Ga. 776)	2521
Himmelmann v. Booth, (53 Cal. 50)	4545	Hirshfield v. Dallas, (29 Tex. App. 242)	2190, 2193, 2229, 2232, 2281, 4960
Himmelmann v. Carpenter, (47 L. Cal. 42)	2672, 4550	Hirst v. Ringen Real Estate Co., (169 Mo. 194)	1466, 1467, 1471, 1816, 1820, 1822, 1851, 2073
Himmelmann v. Oliver, (34 Cal. 246)	2700	Hirt v. Erie, (200 Pa. St. 223)	4720
Himmelmann v. Cahn, (49 Cal. 285)	2672	Hirth v. Indianapolis, (18 Ind. App. 673)	5570
Himmelmann v. Hoadley, (44 Cal. 213)	3959, 3964, 4088, 4483	Hisey v. Charleston, (62 Mo. App. 381)	1148, 1396, 1416
Himmelmann v. Satterlee, (49 Cal. 387)	2673	Hisey v. Mexico, (61 Mo. App. 248)	1918, 2006, 2010, 2789
Himmelmann v. Satterlee, (50 Cal. 68)	4130	Hiss v. Baltimore & H. Pass R. Co., (52 Md. 242)	3615
Himmelmann v. Spanagel, (39 Cal. 389)	4566	Hitchcock v. Boston, (201 Mass. 299)	5660
Himmelmann v. Steiner, (38 Cal. 175)	4483	Hitchcock v. Galveston, (96 U. S. 341)	854, 1353, 2587, 2716, 3911, 4117, 4189, 4579, 4580, 5163
Hinchliff v. Robinson, (118 Ill. App. 450)	1843	Hitchcock v. Galveston (3 Woods, U. S. 287)	4130
Hinchman v. Detroit, (9 Mich. 103)	4048, 4290	Hitchcock v. Galveston, (Fed. Cas. No. 6,532)	4813, 4819
Hinchman v. Patterson Horse R. Co., (17 N. J. Eq. 75)	3615	Hitchcock v. St. Louis, (49 Mo. 484)	720, 803, 936, 1719, 4601
Hinckley v. Franklin, (69 N. H. 614)	4239, 4266	Hitchcock v. Springfield, (121 Mass. 382)	4044, 4440, 4441, 4532, 4533
Hinckley v. Schwarzschild, etc. Co., (95 N. Y. S. 357)	1771	Hitchcock v. Zink, (80 Neb. 29)	2357
		Hitchins v. Frostburg, (68 Md. 100)	5426, 5542, 5577

TABLE OF CASES.

5931

(References are to Pages.)

Hitchings v. Maryville, (134 Mo. App. 712)	5610	Hodgdon v. Haverhill, (193 Mass. 327)	5358
Hitchner v. Richman, (74 N. J. L. 234)	2865, 2946	Hodgdon v. Moulton, (207 Mass. 445)	5393
Hites v. Dayton, (6 Wkly. Law Bul. (Ohio) 142)	2918, 2919	Hodge v. Muscatine Co., (121 Ia. 482)	2283
Hitt v. Kansas City, (110 Mo. App. 713)	5728	Hodge v. St. Louis, (146 Mich. 173)	5750
Hixon v. George, (18 Kan. 253)	358, 5179	Hodges v. Baltimore Union Pass. R. Co., (58 Md. 603)	3510, 3511
Hixon v. Gould, (181 Mass. 567)	4681	Hodges v. Board of Revision, (3 Law Times, 77)	5192
Hixon v. Lowell, (13 Gray, Mass. 59)	5670	Hodges v. Buffalo, (2 Denio, N. Y. 110)	805
Ho Ah Kow v. Nunan, (5 Sawyer, U. S. 552)	1558, 1611, 1624, 1627, 1740	Hodges v. Crowley, (186 Ill. 305)	4715, 4716
Hoadley v. San Francisco, (50 Cal. 265)	2513	Hodges v. Nashville, (2 Humph. Tenn. 61)	2200
Hoag v. Durfey, (1 Aiken, Vt. 286)	1373, 1380	Hodges v. Runyan, (30 Mo. 491)	1175
Hoag v. Greenwich, (133 N. Y. 152)	4840, 4854, 4931	Hodges v. Seaboard & P. R. Co., (88 Va. 653)	2819, 3509
Hoag v. Pierce, (65 Hun, N. Y. 424)	2820	Hodges v. Waterloo, (109 Ia. 444)	5425, 5696, 5697
Hoagland v. Canfield, (160 Fed. 146)	2968	Hodges v. Western Union Tel. Co., (72 Miss. 910)	3555
Hoagland v. Delaware Twp., (17 N. J. Eq. 106)	5362	Hodgins, <i>In re</i> , (196 N. Y. 123)	5055
Hoagland v. Sacramento, (52 Cal. 142)	531, 536, 537	Hodgins v. Bay City, (156 Mich. 687)	5399, 5518
Hoare v. Osborne, (1 L. R. Eq. 583)	2493	Hodgins v. Bingham, (112 N. Y. S. 543)	5055
Hobart v. Detroit, (17 Mich. 246)	2643, 2645	Hodgman v. Chicago, etc. Ry. Co., (20 Minn. 48) 4654, 4678, 5347,	5351
Hobart v. Milwaukee City R. Co., (27 Wis. 194)	1992, 3622	Hodgman v. Concord, (69 N. H. 349)	4251
Hobart v. Plymouth, (100 Mass. 159)	2980	Hodgson v. New Orleans, (21 La. Ann. 301)	2221
Hobbs v. Hill, (157 Mass. 556)	2330, 2350	Hoeflick v. Snyder, (2 Rawle, Pa. 126)	4958
Hobbs v. Long Distance T. & T. Co., (147 Ala. 393)	2870, 3638	Hoefling v. San Antonio, (15 Tex. Civ. App. 257)	5026, 5030
Hobbs v. McLean, (117 U. S. 567)	2770	Hoefling v. San Antonio, (85 Tex. 228)	2198, 2221, 4960, 4980
Hobbs v. Upington, (121 Ky. 170)	1065, 1066, 1071	Hoepfner-Bartlett Co. v. Rhineland, (142 Wis. 229)	4133
Hobbs v. Yonkers, (102 N. Y. 13)	1138, 1139	Hoey v. Gilroy, (14 N. Y. S. 159)	2006, 2414, 2905
Hoboken v. Chamberlain, (37 N. J. L. 51)	3941, 3950	Hoell v. Camden, (68 N. J. L. 226)	1023
Hoboken v. Evans, (31 N. J. L. 342)	1189, 1193	Hoey v. Gilroy, (129 N. Y. 132)	2829, 2891, 2905
Hoboken v. Gear, (27 N. J. L. 265)	1072, 1224, 1514, 1518, 1519	Hofacre v. Monticello, (128 Ia. 239)	5695
Hoboken v. Goodman, (68 N. J. L. 217)	2118	Hoffeld v. Buffalo, (130 N. Y. 387)	4458, 4523
Hoboken v. Harrison, (30 N. J. L. 73)	800, 1187	Hoffman, <i>Ex parte</i> , (155 Cal. 114)	1864
Hoboken v. Ivison, (29 N. J. L. 65)	709, 4628	Hoffman v. Columbia, (76 Mo. App. 553)	4252
Hoboken v. Kamena, (41 N. J. L. 435)	1189, 1190	Hoffman v. Jersey City, (34 N. J. L. 172)	2155, 2280, 2392
Hoboken v. O'Neill, (74 N. J. L. 57)	5317	Hoffman v. Kuhn, (57 Miss. 746)	867
Hoboken L. & Imp. Co. v. Hoboken, (36 N. J. L. 291)	4456	Hoffman v. Maysville, (123 Ky. 707)	5639
Hoboken Land & Imp. Co. v. Hoboken, (36 N. J. L. 540)	2800, 2930, 2983, 3325, 3342	Hoffman v. Muscatine, (113 Ia. 332)	3042, 4247, 4261, 5576
Hoboken Land & Imp. Co. v. Hoboken, (35 N. J. L. 205)	4047	Hoffman v. Pawnee County Com'rs, (3 Okla. 325)	4588
Hoboken L. & Imp. Co. v. Marvin, (51 N. J. L. 285)	4464, 5031	Hoffman v. Pittsburg, (229 Pa. St. 36)	4654
Hobbs v. Lowell, (19 Pick. Mass. 405)	3289	Hoffman v. St. Louis, (15 Mo. 651)	4228, 4233
Hobson v. Philadelphia, (115 Pa. St. 131)	4243	Hoffman v. Schults, (31 How. Pr. N. Y. 385)	2136
Hoch v. Brooklyn Borough Gas Co., (103 N. Y. S. 370)	3786	Hoffman v. Van Nostrand, (42 Barb. N. Y. 174)	710
Hockaday v. Chaffee County, (1 Colo. App. 362)	4635	Hoffner v. Oberlin, (8 Ohio Dec. 710)	2367
Ho King, <i>In re</i> , (8 Sawyer, U. S. 439)	954	Hofmayer v. Blakely, (116 Ga. 777)	1420
		Hogan v. Burneson, (44 Pa. Super. Ct. 409)	3231
		Hogan v. Carbery, (6 Ohio Dec. 729)	1215

(References are to Pages.)

Hogan v. Central Pac. R. Co., (71 Cal. 83)	2948, 2951	Holland v. Isler, (77 N. C. 1) ..	2266
Hogan v. Chicago, (168 Ill. 551) ..	5624, 5632	Holland v. People, (189 Ill. 348) ..	4486
Hogan v. Chicago & A. R. Co., (208 Ill. 161) ..	3173	Holland v. San Francisco, (7 Cal. 361) ..	205, 2608
Hogan v. Citizens' Ry. Co., (150 Mo. 36) ..	2098	Holland v. State, (23 Fla. 123) ..	1352
Hogan v. Collins, (183 Mass. 48) ..	1206, 1216, 1223, 1251, 1253, 1259	Holland Board of Education v. Van Der Veen, (Mich. 135 N. W. 241) ..	3088
Hogan v. Indianapolis, (159 Ind. 523) ..	2191, 2203, 2250	Hollein v. St. Louis, (130 Mo. 287) ..	5613
Hoge v. Railroad Co., (99 U. S. 348) ..	1647	Hollenbeck v. Marion, (116 Ia. 69) ..	5564
Hoggard v. Monroe, (51 La. Ann. 683) ..	5439	Holleran v. Boston, (176 Mass. 75) ..	4271
Hoggatt v. Bigley, (6 Humph. Tenn. 236) ..	1435	Holley v. Mt. Vernon, (126 N. Y. S. 460) ..	4591
Hoglan v. Carpenter, (4 Bush. Ky. 89) ..	1003	Holliday v. Athens, (10 Ga. App. 709) ..	5712, 5744, 5760
Hogsett's Appeal, (2 Pa. Super. Ct. 205) ..	4300, 4306	Holliday v. Atlanta, (96 Ga. 377) ..	4091, 4345, 4516
Hogue v. Albina, (20 Ore. 182) ..	3204	Holliman v. Hawkinsville, (109 Ga. 107) ..	2226
Hohenstatt v. Bridgeton, (62 N. J. L. 169) ..	4444, 5018	Hollingsworth v. Chaffee, (83 La. Ann. 547) ..	887
Hohmann v. Chicago, (41 Ill. App. 41) ..	3947, 3952, 4253, 4277	Hollis v. Davis, (56 N. H. 74) ..	265
Hohokus Tp. v. Erie R. Co., (65 N. J. L. 353) ..	3286, 3327	Hollister, <i>In re</i> , (180 N. Y. 518) ..	4408
Hoke v. Atlanta, (107 Ga. 416) ..	5202	Hollister v. Pawlet, (43 Vt. 425) ..	5152
Hoke v. Henderson, (15 N. C. 1) ..	1071, 1077, 1115	Hollister v. Rochester, (41 N. Y. Misc. 559) ..	601
Hoke v. Perdue, (62 Cal. 545) ..	253	Hollister v. Rochester, (85 N. Y. S. 147) ..	4408
Hoke v. Field, (10 Bush. Ky. 144) ..	1021	Hollister v. State, (9 Idaho, 8) ..	3070
Holbert v. Philadelphia, (221 Pa. 266) ..	5601, 5696, 5697, 5749	Hollman v. Platteville, (101 Wisc. 94) ..	5386, 5395, 5401, 5524
Holbrook v. Toledo, (28 Ohio Cir. Ct. 284) ..	2644	Holloran v. Morman, (27 Ind. App. 309) ..	4424
Holbyn v. R., (2 Bro. P. C. 329) ..	1391	Holloway v. Dickinson, (69 N. J. L. 72) ..	5246
Holcomb v. Johnson's Estate, (43 Wash. 362) ..	5002	Holloway v. Kansas City, (184 Mo. 19) ..	5753
Holdane v. Cold Springs, (23 Barb. N. Y. 103) ..	2785	Holloway v. Macon Gaslight & Water Co., (132 Ga. 387) ..	3598
Holdane v. Cold Spring, (21 N. Y. 474) ..	3249, 3260	Hollwedell, <i>Es parte</i> , (74 Mo. 395) ..	1555, 1866, 1876, 2306, 2370, 2538, 2446
Holden v. Alton, (179 Ill. 318) ..	1597, 1714, 2652, 2653, 5353, 5355, 5358	Holly v. Bennett, (46 Minn. 386) ..	1842
Holden v. Chicago, (172 Ill. 263) ..	4070	Holly v. New York, (112 N. Y. S. 797) ..	2648, 2649, 2702
Holden v. Crawfordsville, (143 Ind. 558) ..	3938, 4266	Holly Springs Bank v. Pinson, (58 Miss. 421) ..	1474, 1476
Holder v. Hardy, (169 U. S. 366) ..	2178	Hollywood Union School Dist. v. Keyes, (12 Cal. App. 172) ..	4926
Holder v. People, (90 Ill. 434) ..	972	Holm v. Windsor, (38 Ill. App. 650) ..	4301
Holder v. Yonkers, (56 N. Y. S. 912) ..	2470	Holman v. School Dist., (77 Mich. 605) ..	5080
Holdermann v. Schane, (56 W. Va. 11) ..	5305	Holmes v. Atlanta, (113 Ga. 961) ..	5547, 5549, 5552
Holderness v. Baker, (44 N. H. 414) ..	1107	Holmes v. Avondale, (11 Ohio Cir. Ct. R. 430) ..	4025
Holding v. St. Joseph, (92 Mo. App. 143) ..	5756	Holmes v. Cleveland, etc. R. Co., (3 Ohio Dec. 416) ..	3232, 3330, 3340
Holdom v. Chicago, (169 Ill. 109) ..	4385, 4386, 4509	Holmes v. Corthell, (80 Me. 31) ..	2963
Holladay v. Henderson, (67 Ind. 103) ..	2704	Holmes v. Detroit, (120 Mich. 226) ..	2643, 2656
Hollfield v. Robinson, (79 Ala. 419) ..	2504	Holmes v. Fihlenburg, (54 Ill. 203) ..	2291, 2298
Hollhan v. New York, (68 N. Y. S. 148) ..	5134	Holmes v. Hyde Park, (121 Ill. 128) ..	1775, 4504, 4505
Holitz v. Kansas City, (68 Kan. 157) ..	5631	Holmes v. Jersey City, (12 N. J. Eq. 299) ..	3277, 4295, 4297
Holladay v. Frisbie, (15 Cal. 630) ..	512	Holmes v. Kansas City, (209 Mo. 513) ..	3162
Holladay v. San Francisco, (124 Cal. 352) ..	1538	Holmes v. Matton, (111 Ill. 27) ..	477
Holland v. Alcock, (108 N. Y. 312) ..	2506, 2507, 5102	Holmes v. Mead, (52 N. Y. 332) ..	2507
Holland v. Baltimore, (11 Md. 186) ..	723, 763, 3994, 3998, 4527, 5192, 5365	Holmes v. Shreveport, (31 Fed. 113) ..	4813
Holland v. Bartch, (120 Ind. 46) ..	2040	Holmquist, <i>Es parte</i> , (91 Cal. xxi) ..	1747
Holland v. Boston, (Mass. 100 N. E. 1009) ..	5648	Holroyd v. Indian Lake, (180 N. Y. 318) ..	3850

TABLE OF CASES.

5933

(References are to Pages.)

Holroyd v. Sheridan, (65 N. Y. S. 442)	2911	Hone v. Presque Isle Water Co., (104 Me. 217)	3598
Holst v. Roe, (39 Ohio St. 340)	2271	Honesdale v. Weaver, (2 Pa. Dist. R. 344)	5199
Holst v. Savannah Electric Co., (131 Fed. 931)	3429, 3787	Hong Shen, <i>Ex parte</i> , (98 Cal. 681)	1913
Halstead v. Warsaw, (59 N. Y. S. 518)	5682	Hood v. Griffin, (113 Ga. 190) ..	2317
Holston Salt & Plaster Co. v. Campbell, (89 Va. 396)	628, 4413	Hood v. Lebanon, (12 Ky. L. Rep. 813)	3954, 3957, 4394
Holt v. Birmingham, (111 Ala. 369)	428, 462	Hood v. Lynn, (1 Allen, Mass. 103)	805, 817, 4589
Holt v. East St. Louis, (150 Ill. 530)	4410	Hood v. Von Glahn, (88 Ga. 405) ..	1868
Holt v. New York, (72 N. Y. S. 201)	1130	Hooe v. Alexandria, (Fed. Cas. No. 6667)	4228, 5478
Holt v. Scott, (53 Neb. 176)	1039, 1051	Hook v. Bowden, (144 Mo. App. 331)	2872, 3459, 3467
Holt v. Simmons, (14 Mo. App. 450)	5213	Hooker v. Rochester, (37 Hun, N. Y. 181)	3045, 3051, 5562, 5564
Holt v. Somerville, (127 Mass. 408)	1308, 1332, 1340, 2485, 3938, 4336, 4376, 4411, 4435	Hooker v. Rochester, (30 N. Y. S. 297)	4426, 4508
Holt v. Thurman, (111 Ky. 84)	1140	Hooker v. Rochester, (12 N. Y. S. 671)	3053
Holtman v. Covington, (11 Ky. L. Rep. 258)	5026, 5034	Hooksett v. Amoskeag Mfg. Co., (44 N. H. 105)	1998
Holton v. Bimrod (8 Kan. App. 265)	1481	Hoole v. Kinkead, (16 Nev. 217) ..	2686, 2687, 2688, 2705
Holton v. Camilla, (134 Ga. 560) ..	3853, 3870, 3878, 4856	Hoole & Poulin v. Attorney General, (22 Ala. 190) ..	2004, 2930, 3224, 3225
Holton v. Milwaukee, (31 Wis. 27)	4456	Hooper v. California, (155 U. S. 648)	1673
Holtz v. Diehl, (56 N. Y. S. 841)	2540, 2543, 5320	Hooper v. Farnen, (85 Md. 587) ..	5081
Holtzhauer v. Newport, (94 Ky. 396)	4337, 4681	Hooper v. McKenzie, (142 Mich. 120)	5110, 5113
Holtzman v. United States, (14 App. Cas. D. C. 454)	2805	Hooper v. New, (85 Md. 565) ..	5076
Holwerson v. St. Louis & S. R. Co., (157 Mo. 216)	1468	Hooper v. Rhea, (8 Tenn. Cases, 145)	342
Holyoke v. Hadley Water Power Co., (174 Mass. 424)	3952	Hooper v. State, (26 Okla. 646) ..	3371
Holyoke Co. v. Lyman, (15 Wall. U. S. 500)	1770	Hoops v. Ipava, (55 Ill. App. 94)	2110
Holzhausen v. New York, (102 N. Y. S. 145)	5540	Hoole v. Kinkead, (16 Nev. 217) ..	2704
Holzworth v. Newark, (50 N. J. L. 85)	2426	Hoover v. Deffenbaugh, (83 Neb. 476)	3688
Home Building & Conveyance Co. v. Roanoke, (91 Va. 52) ..	2632, 3890, 3955, 3956	Hoover v. People, (171 Ill. 182) ..	3978, 4453, 4535, 4539
Home of the Friendless v. Rouse, (8 Wall. U. S. 430)	5016	Hope v. Alton, (116 Ill. App. 116)	1759, 1795
Home Insurance Co. v. Augusta, (50 Ga. 530) ..	2190, 2206, 2220, 2264	Hope v. Alton, (214 Ill. 102) ..	1116, 1154, 1410, 2585, 2596, 2620
Home Insurance Co. v. Augusta, (93 U. S. 116)	1633, 2265	Hope v. Deaderick, (8 Humph. Tenn. 1)	294, 4945
Home Insurance Co. v. Swigert, (104 Ill. 653)	490	Hope v. Gainesville, (72 Ga. 246) ..	5370
Home Insurance Co. v. Tierney, (47 Ill. App. 600)	1124, 1398	Hoke v. Henderson, (4 Dev. L. N. C. 1)	1077
Home Mutual Insurance Co. v. New Orleans, (20 La. Ann. 450) ..	5039	Hope v. Johnson, (2 Yerg. Tenn. 123)	1651
Home Telephone Co. v. Carthage, (235 Mo. 644)	3706, 3723, 3733, 3755, 3763, 3764, 3768	Hope v. New Orleans, (106 La. 345)	404, 423
Home Telephone Co. v. New Brunswick, (62 N. J. L. 172) ..	3542	Hope v. Shiver, (77 Ark. 177) ..	2792, 2794, 3039, 3219
Home Telephone Co. v. People's Telephone & Teleg. Co., (Tenn. 141 S. W. 845)	3591	Hopewell v. Flemington, (69 N. J. L. 597)	4321
Home Telephone & Teleg. Co. v. Los Angeles, (211 U. S. 265) ..	3717, 3718, 3725, 3726	Hopkins v. Duluth, (81 Minn. 189)	305
Homer v. Brown, (117 La. 425) ..	2425	Hopkins v. Kansas City, etc. R. Co., (79 Mo. 98)	353
Homes v. Henrietta, (41 S. W. 728)	5028	Hopkins v. Lovell, (47 Mo. 102) ..	5326
Homestead Street Ry. v. Pittsburgh, etc. St. Ry., (166 Pa. St. 162)	3408	Hopkins v. Mason, (42 How. Pr. N. Y. 115)	4430, 4436, 4568
Homewood v. Wilmington, (5 Houst. Del. 123)	2393	Hopkins v. Ottawa, (59 Ill. App. 288)	4267
Homochitto River Com'rs v. Withers, (29 Miss. 21)	3105	Hopkins v. Seiger, (53 Mo. 232) ..	5214
		Hopkins v. Swansea, (4 M. & W. 621)	710, 1390, 1411, 1806, 1808
		Hopkins v. Western P. R. Co., (50 Cal. 190)	2945
		Hoppe v. Winona, (113 Minn. 252)	5501, 5502
		Hopper v. Covington, (8 Fed. 777)	4813, 4879, 4903, 4928
		Hopper v. Livingston Probate Judge, (139 Mich. 100)	5270

(References are to Pages.)

Hopper v. Willcox, (135 N. Y. S. 884)	3801	Hotelling v. Chicago, (66 Ill. App. 289)	2235, 2279
Horan v. Board of Education, (58 N. J. L. 533)	1228	Hottinger v. New Orleans, (42 La. Ann. 629)	1725, 5198
Horan v. Eau Claire, (123 Wis. 86)	5143	Houck v. Cape Girardeau Waterworks & E. L. Co., (Mo. App. 114 S. W. 1099)	3599
Horan v. Lane, (53 N. J. L. 275) 1068, 1088, 1416,	1417	Hough, <i>Ex parte</i> , (69 Fed. 330) ..	1676
Horey v. Haverstraw, (124 N. Y. 273)	3013	Hough v. Bridgeport, (57 Conn. 290)	4054, 4062
Horgan v. Jamestown, (32 R. I. 528)	3340	Hough v. Cook County Land Co. (73 Ill. 23)	2483, 2488
Horgan v. New York, (160 N. Y. 516)	4181	Hough v. Smith, (75 N. Y. S. 451)	3427, 3526
Horgan & Slattery v. New York, (100 N. Y. S. 68) 2616, 2617, 2638,	2764	Houghton's Appeal, (42 Cal. 35) 4218,	4317
Horiston v. Charleston, (1 McCord S. C. 345)	595	Houghton v. Burnham, (22 Wis. 301)	2659, 2661, 2667, 3973, 4033, 4036, 4524
Horn's Case, (12 Abb. Pr. N. Y. 124)	2693	Houghton v. Huron Cooper M. Co., (57 Mich. 547)	2461, 3131
Horn v. Baltimore, (30 Md. 218) 1344, 1537, 5439,	5440	Houlton v. Titcomb, (102 Me. 272)	1423, 1726
Horn v. Chicago, etc. R. Co., (38 Wis. 463)	2092	Houma v. Houma Lighting, etc. Co., (121 La. 21)	2119
Horn v. New Lots, (83 N. Y. 100)	4793	Hourigan v. Norwith, (77 Conn. 358)	5398, 5482, 5505
Horn v. People, (26 Mich. 221) 507, 515, 880, 1460, 1580, 2172,	2783	House, <i>In re</i> , (23 Colo. 87)	5095, 5096
Horn v. St. Paul, (80 Minn. 369)	2596	House v. Clinton County Court, (67 Mo. 522)	5216
Hornbeck v. Westbrook, (9 N. Y. 73)	2463	House v. Covington, (26 Ky. L. Rep. 660)	5656
Hornberger v. State, (47 Neb. 40)	356	House v. Cramer, (134 Ia. 374) ..	2036
Hornblower v. Duden, (35 Cal. 664)	2594	House v. Greensburg, (93 Ind. 533) 346, 355, 3007, 4003, 4004,	4301
Hornbrook v. Elm Grove, (40 W. Va. 543)	692	House v. State, (41 Miss. 737) 2217,	2276
Hornby v. State, (69 Ind. 102) ..	5075	House v. Houston Waterworks Co., (88 Tex. 233)	3599
Horne v. Mehler, (23 Ky. L. Rep. 11176)	4362	House Bill No. 203, <i>In re</i> , (21 Colo. 27)	2179, 2180
Horner v. Oxford Water Electric Co., (153 N. C. 535)	3592	House Bill No. 165, <i>In re</i> , (15 Colo. 593)	3903
Horner v. Philadelphia, (194 Pa. 542)	5717	House of Refuge v. Ryan, (37 Ohio St. 197)	5107, 5108
Horner v. Rowley, (51 Ia. 620) 1305, 1309,	1340	Householder v. Kansas City, (83 Mo. 488)	4221, 4222, 4234
Horney v. Sloan, (1 Ind. 266) 1430, 1435, 2053, 2057,	2409	Houseman v. Commonwealth, (100 Pa. St. 222)	1220
Hornung v. McCarthy, (126 Cal. 17)	4559, 4566	Houser v. State, (93 Ind. 228) ..	355
Hornung v. State, (116 Ind. 453) ..	1294	Houston v. Albers, (32 Tex. Civ. App. 70)	974, 1159, 1236, 1252
Horst v. Moses, (48 Ala. 129) ..	3362	Houston v. Bammel, (53 Tex. Civ. App. 336)	2811, 2819, 3009
Horton v. Critchfield, (18 Ill. 133)	2419	Houston v. Bartels, (36 Tex. Civ. App. 498)	4268
Horton v. Garrison, (23 Barb. N. Y. 176)	1303	Houston v. Bryan, (2 Tex. Civ. App. 553)	5578
Horton v. Nashville, (4 Lea, Tenn. 39)	3947	Houston v. Central R. Co., (72 Ga. 211)	5005
Horton v. Newell, (17 R. I. 571) ..	5477	Houston v. Clark, (Tex. Civ. App. 80 S. W. 1198)	976, 1039, 1191
Horton v. Newport, (27 R. I. 283) 380, 415, 417,	529	Houston v. deZeng, (78 Mo. App. 522)	868
Horton v. School Com'rs, (43 Ala. 598)	2210	Houston v. Dooley, (40 Tex. Civ. App. 371)	356, 5035
Horton v. Taunton, (97 Mass. 266)	5775	Houston v. Dupree, (Tex. 126 S. W. 1115)	5432, 5477, 5478
Horton v. Thompson, (71 N. Y. 513) 529, 4650, 4852, 4861, 4871,	4882	Houston v. Emery, (76 Tex. 282) 5182,	5183
Horton v. Williams, (99 Mich. 423)	3942	Houston v. Estes, (35 Tex. Civ. App. 99)	976, 1039, 1131, 1191
Hosmer v. Gloversville, (59 N. Y. S. 559)	4229	Houston v. Finnigan, (Tex. Civ. App. 85 S. W. 470)	3278, 3310
Hoster v. Philadelphia, (12 Pa. Super. Ct. 224)	4272	Houston v. Floeck, (Tex. Civ. App. 80 S. W. 1198)	1205
Hot Springs v. Curry, (64 Ark. 152)	2049	Houston v. Fraser, (80 S. W. 1198)	1039, 1191
Hot Springs R. Co. v. William-son, (45 Ark. 429)	3608	Houston v. Glover, (40 Tex. Civ. App. 177)	2638, 4007, 4620
Hotchkiss, <i>In re</i> , (6 D. C. 168) ..	977	Houston v. Houston City St. Ry. Co., (83 Tex. 548)	3399, 3482
Hotchkiss v. Keck, (86 Neb. 322) ..	1057		
Hotchkiss v. Plunkett, (60 Conn. 230)	1113		

TABLE OF CASES.

5935

(References are to Pages.)

Houston v. Houston, etc. R. Co., (84 Tex. 581)	3505, 3518
Houston v. Hutchins, (Tex. 33 S. W. 269)	4235
Houston v. Isaacs, (68 Tex. 116)	5721, 5745
Houston v. Johnson, (35 Tex. Civ. App. 105)	976
Houston v. Lancaster, (191 Pa. St. 143)	4925, 4648
Houston v. Lockwood Inv. Co., (Tex. Civ. App. 144 S. W. 685)	3591, 3660
Houston v. McKenna, (22 Cal. 550)	3959, 4160
Houston v. Mahoney, (36 Tex. Civ. App. 45)	1062, 1205
House v. Montgomery, (60 Ind. 580)	5388
Houston v. Owen, (67 S. W. 788)	5721
Huston v. People, (53 Ill. App. 501)	361
Houston v. Potter, (41 Tex. Civ. App. 381)	2638, 4131, 4185
Houston v. Richardson, (42 Tex. Civ. App. 147)	5579
Houston v. Royston, (7 How. Miss. 543)	2288
Houston v. Smith, (36 Tex. Civ. App. 43)	1131
Houston v. Stewart, (40 Tex. Civ. App. 499) 1135, 1842, 4760, 5031,	5036
Houston v. Stewart, (99 Tex. 67)	961, 4619
Houston v. Steele, (Ky. 28 S. W. 662)	5288
Houston v. Traphagen, (47 N. J. L. 23)	5746
Houston v. Vatter, (32 Tex. Civ. App. 298)	5721
Houston, etc. R. Co. v. Dallas, (98 Tex. 396)	3072
Houston, etc. R. Co. v. Grossman, (99 Tex. 641)	3608
Houston, etc. R. Co. v. Grossman, (89 S. W. 312)	3608
Houston, etc. R. Co. v. Odum, (53 Tex. 343)	1362, 1512, 3606
Houston, etc. R. Co. v. Mayes, (201 U. S. 321)	1693
Houstonia v. Grubbs, (80 Mo. App. 433)	4453, 4536
Hovelman v. Kansas City Horse Ry. Co., (79 Mo. 632)	830, 1647
1716, 2488, 3476, 3507, 3509,	3519
Hoyer v. People, (17 Colo. App. 375)	4626, 4643
Hovey v. East Providence, (17 R. I. 80)	2555
Hovey v. Haverstraw, (124 N. Y. 273)	5618
Hovey v. Mayo, (43 Me. 322)	821, 828, 4229
Howard v. American Peace Society, (49 Me. 288)	2507
Howard v. Brooklyn, (51 N. Y. S. 1058)	5663
Howard v. Brown, (197 Mo. 36)	4569
Howard v. East Lake, (155 Ala. 525)	4815
Howard v. Huron, (5 S. D. 539)	5299
Howard v. Kiowa County, (73 Fed. 406)	4823
Howard v. New Madrid, (148 Mo. App. 57)	5602, 5748
Howard v. North Bridgewater, (16 Pick. Mass. 189)	5619
Howard v. Olyphant, (181 Pa. St. 191)	1531, 2686, 4113
Howard v. Pierce, (38 Mo. 296)	5219
Howard v. Port Royal, (85 S. C. 361)	1125

Howard v. Robbins, (1 Lans. N. Y. 63)	1991, 2001
Howard v. San Francisco, (51 Cal. 52)	5068
Howard v. Savannah, (Thos. U. P. Charlton, S. C. 173)	1609
Howard v. Shoemaker, (35 Ind. 111)	924, 2292
Howard v. Smith, (91 Tex. 8) ..	4024
Howard v. Waters, (N. J. 73 Atl. 50)	5477
Howard v. Worcester, (153 Mass. 426)	5508, 5681
Howard Ave., <i>In re</i> , (44 Wash. 62)	4418, 4421
Howard St., <i>In re</i> , (140 Pa. St. 531)	3896
Howard County, <i>In re</i> , (15 Kan. 194)	599
Howard St., <i>In re</i> , (142 Pa. 601)	3008, 4363
Howe, <i>In re</i> , (1 Paige Ch. N. Y. 214)	2492, 2493
Howe v. Alger, (4 Allen, Mass. 206)	3236
Howe v. Keeler, (27 Conn. 538) ..	2740
Howe v. Lowell, (171 Mass. 575) ..	2786
Howe v. New Orleans, (12 La. Ann. 481)	5446, 5495
Howe v. Orange, (73 N. J. Eq. 410)	3581
Howe v. People, (86 Ill. 288) ..	4447
Howe v. Plainfield, (37 N. J. L. 145)	1873, 2360
Howe v. West End St. R. Co., (167 Mass. 46)	3617, 3620
Howe v. Wilson, (91 Mo. 45) ..	2507
Howell v. Buffalo, (15 N. Y. 512) ..	5395
Howell v. Buffalo, (37 N. Y. 267) ..	3073
Howell v. Cassopolis, (35 Mich. 471)	4997, 5000
Howell v. Commonwealth, (97 Pa. St. 332)	1036, 1040
Howell v. Kinny, (99 Ga. 544) ..	586
Howell v. Millville, (60 N. J. L. 95)	3808
Howell v. Morrisville, (212 Pa. 349)	2993
Howell v. Pate, (119 Ga. 537) ..	921
Howell v. Peoria, (90 Ill. 104) ..	5039
Howell v. Stewart, (54 Mo. 400) ..	2394
Howell Electric Light Co. v. Howell, (132 Mich. 117) ..	2747, 2755
Howell Lumber Co. v. New Brunswick, (N. J. 75 Atl. 750) ..	4203
Howeth v. Jersey City, (30 N. J. L. 93)	1501, 4029
Howland v. Chicago, (108 Ill. 496)	2280
Howland v. Prentice, (143 Mich. 347)	1374
Howland v. San Joaquin County, (109 Cal. 152)	925, 4618, 4906
Howland v. Wright County, (82 Ia. 164)	1114, 1115
Howley v. Pittsburg, (204 Pa. 428)	4259
Howlett v. Erie, (79 Mo. App. 656)	1553
Howlett v. Turner, (93 Mo. App. 20)	2430
Howsmon v. Trenton Water Co., (119 Mo. 304)	3599, 3669
Hoxsey v. Paterson, (37 N. J. L. 409)	4432
Hoxsey v. Paterson, (39 N. J. L. 489)	5142
Hoxsey v. Paterson, (40 N. J. L. 186)	1090
Hoxsey v. Woodruff, (39 N. J. L. 72)	5142
Hoy v. State, (168 Ind. 506)	989
Hoyer v. Mascoutah, (59 Ill. 137) ..	2430

(References are to Pages.)

Hoyt v. Braden, (27 Minn. 490)	4840	Hudson County Catholic Protec-	
Hoyt v. Danbury, (69 Conn. 341)	5423, 5594, 5595, 5689	tory v. Kearney Twp., (56 N. J. L. 385)	4419
Hoyt v. East Saginaw, (19 Mich. 39)	1478, 1479, 4030, 4460	Hudson Electric Light Co. v. Hudson, (163 Mass. 346)	2766, 3836, 4008
Hoyt v. Fass, (64 Wis. 273)	4191	Hudson River Tel. Co. v. Forrestal, (106 N. Y. S. 404)	3644
Hoyt v. Gleason, (65 Fed. 685)	3234	Hudson River Tel. Co. v. Water-vliet Turnpike, etc. Co., (135 N. Y. 393)	3087
Hoyt v. Hudson, (27 Wis. 656)	3047, 3048, 5553, 5571	Hudson Tel. Co. v. Jersey City, (49 N. J. L. 303)	1766, 3497
Hoyt v. Martin, (47 Minn. 278)	4840	Hudson Trust & Sav. Inst. v. Carr-Curran Paper Mills Co., (58 N. J. Eq. 59)	3867
Hoyt v. Thompson's Executors, (19 N. Y. 207)	2740	Huebner v. Nims, (132 Mich. 657)	4215
Hrabak v. Dodge, (62 Neb. 591)	1186, 1194	Huelfeld v. Covington, (22 Ky. L. R. 1188)	4365
Hubbard v. Deming, (21 Conn. 356)	1992	Huels v. Hahn, (75 Wis. 468)	1025
Hubbard v. Hickman, (4 Bush, Ky. 204)	5032	Huesing v. Rock Island, (128 Ill. 465)	780, 792, 1944, 1945
Hubbard v. Medford, (20 Ore. 315)	2062	Huey v. Atlanta, (8 Ga. App. 597)	5514, 5517
Hubbard v. Norton, (28 Ohio St. 116)	313, 314, 320, 1403, 4017, 4057, 4107, 4155	Huey v. Jones, (140 Ala. 479)	919, 920, 1005, 1038, 1403
Hubbard v. Paterson, (45 N. J. L. 310)	2069	Huff v. Cook, (44 Ia. 639)	989
Hubbard v. Preston, (90 Mich. 221)	2059	Huff v. Jacksonville, (39 Fla. 1)	4543, 4552
Hubbard v. Sandusky, (9 Ohio Cir. Ct. R. 638)	2701	Huff v. LaFayette, (108 Ind. 14)	628, 644, 651, 654
Hubbard v. Taunton, (140 Mass. 467)	806	Huff v. Macon, (117 Ga. 428)	2537, 3334
Hubbard v. Winsor, (15 Mich. 146)	1324, 1326	Huff v. Marshall, (97 Mo. App. 542)	5735
Hubbell v. Custer City, (15 S. D. 55)	4613, 4762, 4777	Huffman v. Marcy Mut. Tel. Co., (143 Ia. 590)	3782
Hubbell v. Goodrich, (37 Wis. 84)	1999	Huff v. Prewitt, (Tex. Civ. App. 53 S. W. 844)	321, 323, 337, 340
Hubbel v. Maryville, (85 Mo. App. 165)	355, 5296, 5297	Huffman v. Greenwood, (23 Kan. 281)	1146
Hubbell v. South Hutchinson, (64 Kan. 645)	4777, 4778	Huffmire v. Brooklyn, (162 N. Y. 584)	706, 3053, 5534, 5566
Hubbell v. Viroqua, (67 Wis. 343)	5664	Huffsmith v. People, (8 Colo. 175)	1807
Hubbell v. Yonkers, (104 N. Y. 434)	5708, 5709	Hugg v. Camden, (29 N. J. Eq. 6)	2380
Hubbs v. Philadelphia, (6 Phila. Pa. 550)	4615	Huggans v. Riley, (125 N. Y. 88)	3462
Hubert v. Mendheim, (64 Cal. 213)	1189, 1190	Huggins v. Sutherland, (39 Wash. 552)	4211
Huck v. Chicago & A. R. Co., (86 Ill. 352)	4945	Hughes v. Auburn, (161 N. Y. 96)	5389, 5526
Huckenstine's App., (70 Pa. St. 102)	1915, 1942	Hughes v. Auburn, (47 N. Y. S. 235)	5550
Huckenstein v. Alleghany City, (165 Pa. 367)	4237	Hughes v. Baltimore, (Fed. Cas. No. 6,844)	5675
Huddleson v. Ruffin, (6 Ohio St. 604)	918, 1554, 2155, 2157	Hughes v. Bingham, (135 N. Y. 347)	3215
Huddleston v. Eugene, (34 Ore. 343)	3039, 3650	Hughes v. Carl, (106 Ky. 533)	4997
Hudmon v. Slaughter, (70 Ala. 546)	5288	Hughes v. Clark, (134 N. C. 457)	3235, 3308
Hudson v. Little Falls, (68 Minn. 463)	5760	Hughes v. Detroit, (161 Mich. 283)	5489, 5490
Hudson v. Buck, (51 N. J. L. 155)	436	Hughes v. Ewing, (93 Cal. 414)	4959, 5073, 5074, 5078
Hudson v. Cuero Land Co., (47 Tex. 56)	894, 897	Hughes v. Fond du Lac, (73 Wis. 380)	5580
Hudson v. Granger, (52 N. Y. S. 9)	2308	Hughes v. Horsky, (18 N. D. 474)	4925
Hudson v. Marietta, (64 Ga. 286)	2465, 4597	Hughes v. Lawrence, (160 Mass. 474)	5696
Hudson v. People, (188 Ill. 103)	4493	Hughes v. Livingston, (104 Fed. 306)	4873, 4876, 4905, 4937
Hudson v. State, (24 N. J. L. 718)	1269, 1326, 1327	Hughes v. Milligan, (42 Kan. 396)	431
Hudson v. Thorne, (7 Paige Ch. N. Y. 261)	1583, 1601, 1726, 1910, 2061, 5199	Hughes v. Momence, (163 Ill. 535)	3817, 3845, 3846, 4374, 4377, 4408, 4477
Hudson v. Whitney, (53 Mich. 158)	4532	Hughes v. New York, (176 N. Y. 585)	1143
Hudson v. Winslow Tp., (35 N. J. L. 437)	4893	Hughes v. Parker, (20 N. H. 58)	915
Hudson Ave., <i>In re</i> , Opening, (6 Hun, N. Y. 356)	1157	Hughes v. Parker, (148 Ind. 692)	4026, 4529

TABLE OF CASES.

5937

(References are to Pages.)

Hughes v. Parnassus, (23 Pa. Co. Ct. R. 196)	3806	Hundley & Rees v. Lincoln Park Com'rs., (67 Ill. 559)	4336, 4407
Hughes v. People, (8 Colo. 536)	1865, 1876	Hunerberg v. Hyde Park, (130 Ill. 156)	4505
Hughes v. Recorders Court, (75 Mich. 574) .. 2030, 2135, 2136, 2144		Hungerford v. Hartford, (39 Conn. 279)	4368
Hughes v. Sharon, (143 Ia. 730)	5548	Hungerford v. Waverly, (109 N. Y. S. 438)	5129, 5131
Huling v. Topeka, (44 Kan. 577)	325, 607	Hungerman v. Wheeling, (46 W. Va. 761)	5600, 5775
Hughes v. Wallace, (Ky. 118 S. W. 324)	4490, 4492	Hunneman v. Jamaica Fire District, (37 Vt. 40) 345, 1087, 1272, 2467, 4484	
Hughson v. Crane, (115 Cal. 404)	4879	Hunneman v. Grafton, (10 Metc. Mass. 454)	285, 1347
Huldekoper v. Buchanan County, (Fed. Cas. No. 6,847)	4903	Hunnicut v. Atlanta, (104 Ga. 1)	2487
Huldekoper v. Meadville, (83 Pa. St. 156)	4337	Hunnings v. Williamson, (L. R. 11 Q. B. Div. 533)	1109
Hulbert v. Chicago, (213 Ill. 452)	4021	Hunsaker v. Borden, (5 Cal. 288)	1653
Hulett v. Missouri, etc. R. Co., (80 Mo. App. 87)	4234	Hunt v. Ambruster, (17 N. J. Eq. 208)	870
Huling v. Bandara Flag Stone Co., (87 Mo. App. 349) .. 3954, 4523		Hunt v. Boonville, (65 Mo. 620)	5395, 5439
Hull, <i>Ex parte</i> , (153 Fed. 459) ..	1678	Hunt v. Boston, (183 Mass. 303)	5394, 5436, 5473, 5605
Hull v. Ames, (26 Wash. 272)	4712, 4769	Hunt v. Chicago, etc. R. Co., (121 Ill. 638)	357
Hull v. Cedar Rapids, (111 Ia. 466)	2550	Hunt v. Chicago, (60 Ill. 183) ..	4429
Hull v. Chicago, (156 Ill. 381)	4067, 4079, 4475	Hunt v. Gorton, (20 R. I. 163) ..	4306
Hull v. Chicago, etc. R. Co., (21 Neb. 371)	1519	Hunt v. Hunt, (72 N. Y. 217) ..	2403
Hull v. Ely, (2 Abb. N. C. N. Y. 440)	5337	Hunt v. Jacksonville, (34 Fla. 504)	1865, 2358, 2362, 2367, 2438
Hull v. Independent District, (82 Ia. 686)	1266	Hunt v. Lambertville, (45 N. J. L. 279) .. 1393, 3026, 3039, 3426, 3427	
Hull v. Kansas, (54 Mo. 598) ..	5765	Hunt v. New York City, (62 N. Y. S. 184)	5042
Hull v. Roxboro, (142 N. C. 453)	5418, 5447	Hunt v. New York, (109 N. Y. 134)	5601
Hull v. West Chicago Park Com'rs, (185 Ill. 150)	4067	Hunt v. Oswego, (107 N. Y. 629) ..	5127
Humboldt v. Barnsville, (83 219)	662, 702	Hunt v. Palmerston, (5 Ont. L. Rep. 76)	4593
Humboldt v. Long, (92 U. S. 642)	4863, 4916	Hunt v. Pownal, (9 Vt. 411)	5163
Humboldt v. Mc Coy, (23 Kan. 249)	1481	Hunt v. Rahway, (39 N. J. L. 646) ..	4509
Hume v. Des Moines, (146 Ia. 624)	4284, 5568, 5573, 5577	Hunt v. Salem, (121 Mass. 294) ..	5647
Hume v. New York, (74 N. Y. 264)	2006, 5631, 5669	Hunt v. San Francisco, (11 Cal. 250)	5162, 5177
Humes v. Fort Smith, (93 Fed. 857)	2224, 2255, 2256	Hunt v. Sanders, (30 R. I. 480) ..	1058, 1078
Humes v. Knoxville, (1 Humph. 403)	4230, 4235	Hunt v. School District, (14 Vt. 300)	1272, 1275
Humes v. Little Rock, (138 Fed. 929)	2256	Hunt v. State, (124 Ind. 306) ..	1186
Humes v. Missouri Pac. Ry. Co., (82 Mo. 221)	462	Hunt v. State, (26 Ind. App. 518) ..	4522
Hummel v. Ouray, (38 Colo. 322) ..	2430	Hunt v. Tolles, (75 Vt. 48)	3206
Hummelstown Borough v. Brunner, (17 Pa. Co. Ct. Rep. 140) ..	4394	Hunt v. Wayne County Circuit Judges, (142 Mich. 93) .. 5110, 5113	
Humphrey, <i>Ex parte</i> , (10 Wend. N. Y. 612)	1318	Hunter, Appeal of, (71 Conn. 189)	4367, 4385
Humphrey v. Jones, (71 Mo. 62) ..	1177	Hunter, Appeal of, (217 Pa. 237) ..	1065
Humphrey v. Front Street M. E. Church, (109 N. C. 132)	1940	Hunter, <i>In re</i> , (163 N. Y. 542) .. 3272, 3283, 3309, 3310	
Humphreys v. Bayonne, (55 N. J. L. 241)	2724	Hunter, <i>In re</i> , (62 N. Y. S. 169) .. 3310, 3314	
Humphreys v. Bayonne, (60 N. J. L. 406)	4016	Hunter v. Chandler, (45 Mo. 452) .. 1027, 1125, 5238, 5241, 5253, 5255, 5257	
Humphreys v. Norfolk, (25 Gratt. Va. 97)	2264	Hunter v. Des Moines, (144 Ia. 541)	2981, 3297
Humphreys v. State, (70 Ohio St. 67)	1688	Hunter v. Durand, (137 Mich. 53) ..	5723
Humphreys v. Woodstown, (48 N. J. L. 588)	5166	Hunter v. Ithaca, (141 Mich 539) ..	5732
Humphries v. Cousins, (1877, 2 C. P. D. 239)	3020	Hunter v. Kansas City, etc. Bank, (158 Mo. 262)	4558
Hun, <i>In re</i> , (144 N. Y. 472)	4536	Hunter v. Middleton, (13 Ill. 50) .. 3320, 3347	
Hund v. Rackliffe, (192 Mo. 312) .. 4136, 4144, 4147, 4160, 4161, 4162		Hunter v. Montesano, (60 Wash. 489)	5713, 5751
Hundhausen v. Bond, (36 Wis. 29)	1991, 2888	Hunter v. Moore, (44 Ark. 184) ..	893
6 McQ. 38.		Hunter v. Newport, (5 R. I. 325) ..	4319
		Hunter v. Nockolds, (1 McN. & Gordon, 651)	1737
		Hunter v. Ottumwa, (150 Ia. 281) ..	4273
		Hunter v. Pittsburg, 207 U. S. 161)	1065

(References are to Pages.)

Hunter v. Sandy Hill, (6 Hill N. Y. 407)	3210, 3216, 3225	
Hunter v. Tracy, (104 Minn. 378)	618, 662, 699	
Hunter v. Weston, (111 Mo. 176)	1983, 5614, 5615	
Huntingdon v. Foster, (14 Pa. Co. Ct. R. 292)	2977	
Huntington v. Amis, (167 Ind. 375)	3049	
Huntington v. Attrill, (146 U. S. 657)	1629	
Huntington v. Bartrom, (Ind. App. 95, N. E. 544)	5601, 5686	
Huntington v. Boyd, (25 Ind. App. 250)	5181, 5187	
Huntington v. Boyle, (9 Ind. 296)	2754	
Huntington v. Breen, (77 Ind. 29)	5623, 5631	
Huntington v. Calais, (105 Me. 144)	5593, 5594	
Huntington v. Cheesbro, (57 Ind. 74)	1818, 2261, 2326	
Huntington v. Day, (55 Ind. 7)	5172, 5182	
Huntington v. Folk, (154 Ind. 91)	5747, 5748	
Huntington v. Force, (152 Ind. 368)	4182	
Huntington v. Griffith, (142 Ind. 280)	4204	
Huntington v. McClurg, (22 Ind. App. 261)	5623	
Huntington v. Mahan, (142 Ind. 695)	1671, 1677	
Huntington v. Pashong, (41 Ind. App. 69)	2660, 2666	
Huntington v. Pease, (56 Ind. 305)	1819, 2326, 2334	
Huntington v. Townsend, (29 Ind. App. 269)	2300	
Huntley v. Bank of Winona, (69 Miss. 662)	4993	
Huntsville v. Ewing, (116 Ala. 576)	4273	
Huntsville v. Madis, (116 Ala. 389)	4378,	
Huntsville v. Phelps,	4, 4540	
Hurber v. Baugh, (.....	5) 1560	
Hurd v. Fairbury, (8	5) 1550	
Hurd v. St. Albans, (.....	9, 4667	
Hurford v. Omaha, (.....	3) 4624	
Hurl, <i>Es parte</i> , (49 Cal	1, 4241	
Hurla v. Kansas City,	9, 2275	
Hurlbut v. Lookout	n, 5008	
(Tenn. 49 S. W. 301	18, 5008	
Hurley v. Boston, (20	4, 5266	
Hurley v. Corinth, (3	3, 5712	
Hurley v. South Thomaston, (105 Me. 301)	o, 2112	
Hurley v. Texas, (20 Wis. 624)	4239	
Hurley v. Trenton, (66 N. J. L. 628)	1793, 5034	
Hurley v. Trenton, (67 N. J. L. 350)	2924	
Hurley Water Co. v. Vaughn, (115 Wis. 470)	4023, 4615	
Huron v. Bank of Volga, (8 S. D. 449)	2723	
Huron v. Campbell, (3 S. D. 309)	1929	
Huron v. Carter, (5 S. D. 4)	2307, 2354, 2426	
Huron v. Second Ward Sav. Bank, (86 Fed. 272)	4721, 4722, 4816, 4819, 4824, 4917, 4919, 4939	
Huron Waterworks Co. v. Huron, (7 S. D. 9)	2516, 2550, 2805	
Hurst v. Belle Valley, (80 Ohio Cir. Ct. Rep. 563)	4023	
Hurst v. Warner, (102 Mich. 228)	1923	
Hurst Ponnell & Co. v. Jones, (10 Lea 76 Tenn. 8)	2170	
Hurt v. Atlanta, (100 Ga. 374)	4232, 4243, 4267	
Hurwitz v. Moore, (116 N. Y. S. 248)	2532	
Huse v. Glover, (119 U. S. 543)	829, 891, 901	
Hussey v. Ryan, (64 Md. 426)	5761	
Huston v. Council Bluffs, (101 Ia. 33)	5697	
Huston v. Fort Atchison, (56 Wis. 350)	2825, 2827	
Huston v. Orr, (1 Mo. 582)	5218	
Hutchens v. Covert, (29 Ind. App. 332)	1100, 5056	
Hutches v. Hohokus Borough, (N. J. 1911, 81 Atl. 658)	3118	
Hutcheson v. International, etc. R. Co., (102 Tex. 471)	2453	
Hutcheson v. Storrie, (93 Tex. 685)	4331, 4462	
Hutcheson v. Storrie, (Tex. Civ. App. 48 S. W. 785)	1332, 4459, 4460, 4509	
Hutchings v. Scott, (9 N. J. L. 218)	2295, 2296	
Hutchings v. Sullivan, (90 Me. 131)	5623	
Hutchins v. Boston, (97 Mass. 272)	5697	
Hutchins v. Boston, (12 Allen. Mass. 571)	5694	
Hutchins v. Durham, (118 N. C. 457)	2137, 2138, 2139	
Hutchins v. Littleton, (124 Mass. 289)	5719	
Hutchinson, <i>Es parte</i> , (137 Fed. 949)	2234, 2267	
Hutchinson v. Beckman, (118 Fed. 399)	1721, 1722, 1724	
Hutchinson v. Belmar, (63 N. J. L. 450)	1063, 3426, 3434, 3437, 3449	
Hutchinson v. Clarke, (26 R. L. 307)	5720	
Hutchinson v. Filk, (44 Minn. 536)	1998, 2927	
Hutchinson v. Lima, (27 Ohio Cir. Ct. R. 545)	944	
Hutchinson v. Missouri Pacific Ry. Co., (161 Mo. 246)	1821, 2096, 2098	
Hutchinson v. Olympia, (2 Wash. Ter. 314)	5395, 5622	
Hutchinson v. Omaha, (52 Neb. 245)	4072, 4415, 4472	
Hutchinson v. Parkersburg, (25 W. Va. 226)	4222	
Hutchinson v. Pratt, (11 Vt. 402)	1360, 1369, 1376	
Hutchinson v. Rochester, (36 N. Y. S. 766)	5127	
Hutchinson v. Self, (153 Ill. 452)	4829	
Hutchinson v. Skinner, (49 N. Y. S. 350)	5219	
Hutchinson v. State, (39 N. J. Eq. 569)	2050	
Hutchinson v. Trenton, (39 N. J. Eq. 569)	3026, 3041, 3054, 3067	
Hutchinson v. Trenton, (42 N. J. L. 72)	2530	
Hutchinson v. Ypsilanti, (103 Mich. 12)	5683	
Hutchison v. Mt. Vernon, (40 Ill. App. 19)	1515, 1836, 2410	
Hutchison v. Summerville, (68 S. C. 442)	5709	

(References are to Pages.)

Huthsing v. Bousquet, (Fed. 823)	864, 866, 1178
Hutt v. Chicago, (132 Ill. 362) ..	4285
Hutton v. Camden, (39 N. J. L. 122)	1905, 1917, 1927
Hutton v. State, (23 Tex. App. 386)	5087
Hutton v. West Orange, (39 N. J. L. 453)	4056
Huzzey v. Field, (3 C. M. & R. 422)	892
Hyatt v. McMahon, (25 Barb. N. Y. 467)	1769
Hyatt v. Myers, (73 N. C. 332) ..	1941
Hyatt v. Myers, (71 N. C. 271) ..	1968
Hyatt v. Rondout, (44 Barb. N. Y. 385)	5611
Hyatt v. Williams, (148 Cal. 586) ..	794, 8808, 8814, 8815
Hyde, <i>in re</i> , (15 Hun. N. Y. 477) ..	4086
Hyde v. Boston, (188 Mass. 115) ..	5608, 5702, 5704
Hyde v. Boston, <i>etc.</i> St. R. Co., (194 Mass. 80)	3022, 4232
Hyde v. Brooklyn, (21 How. Pr. N. Y. 339)	1165
Hyde v. Ewert, (16 S. D. 132) ..	4647, 4698, 4720, 4823
Hyde v. Fall River, (189 Mass. 439)	2998
Hyde v. Fall River, (197 Mass. 4)	2994
Hyde v. Jamaica, (27 Vt. 443) ..	5401, 5592
Hyde v. Newark, (28 N. J. L. 529)	3129
Hyde & Goodrich v. New Orleans, (11 La. Ann. 191)	5032
Hyde Park v. Borden, (94 Ill. 26) ..	317, 3011, 4072, 4371
Hyde Park v. Carton, (132 Ill. 180)	4072
Hyde Park v. Corwith, (122 Ill. 441)	1768, 4095
Hyde Park v. Ingalls, (87 Ill. 11) ..	5925
Hyde Park v. Oakwood's Cemetery Ass'n., (119 Ill. 141) ..	2146
Hyde Park v. Spencer, (118 Ill. 446)	4074, 4377
Hyde Park v. Thatcher, (12 Ill. App. 518)	4012
Hydes & Goss v. Joyes, (4 Bush. Ky. 464)	2909, 5910
Hyer v. Janesville, (101 Wis. 371) ..	5622
Hygenia, <i>etc.</i> Co. v. New York, <i>etc.</i> Co., (19 N. Y. S. 602) ..	574
Hyland v. Ossining, (107 N. Y. S. 225) 1991, 2909, 2962, 2976, ..	4002
Hyland v. Short-Route Ry. Transfer Co., (10 Ky. L. Rep. 900)	2942
Hyman v. Chicago, (188 Ill. 462) ..	2929
Hyman v. Read, (13 Cal. 444)	2480
Hyndman Water Co. v. Hyndman, (7 Pa. Super. Ct. 191)	2682
Hynes v. Brewer, (194 Mass. 435) ..	5749
Hynes v. Briggs, (41 Fed. 468) ..	1871
Hynes v. Chicago, (175 Ill. 56) ..	4072
Hysell v. Central City, (68 W. Va. 769)	5744
L	
Ida Grove v. Ida Grove Armory Co., (146 Ia. 690) 495, 869, 2624, ..	4125, 4181
Idaho Springs v. Filtean, (10 Colo. 104)	5442
Idaho Springs v. Woodward, (10 Colo. 104)	5439
Idaho Western R. Co. v. Columbia Conference of E. L. A. S. (119 Pac. 60)	2104, 2107, 2159
Idlett v. Atlanta, (122 Ga. 321) ..	5740
Iglehart v. Chicago & A. R. Co., (241 Ill. 288)	2268, 2309, 2310
Iglehart v. Dawson Springs, (142 Ky. 140)	4661, 4670, 4851, 5351
Igo v. Cambridge, (208 Mass. 571)	5703, 5775
Ihk v. Duluth, (58 Minn. 182) ..	4215
Ihrig v. Scott, (5 Wash. St. 584) ..	4208
Iler v. Rosa, (64 Neb. 710) 1953, 1955, 1958, 1960, ..	2576
Illinois v. Illinois Cent. R. Co., (22 Fed. 720)	312
Illinois Cent. Hospital for Insane v. Jacksonville, (61 Ill. App. 199)	2726
Illinois v. Ashline, (171 I. ..)	1814
Illinois v. Burke, (112 Ill. ..)	1842
Illinois v. Chicago, (138 I. ..)	2172
Illinois v. Chicago, (141 I. ..)	2167, 2172, 2173, 2174
Illinois v. Chicago, (144 Ill. ..)	2695, 4087
Illinois v. Chicago, (169 I. ..)	2700
Illinois v. Chicago, (176 I. ..)	1425
Illinois v. Collision, (134 Ill. ..)	1837
Illinois Com'rs. of East I. ..	4535
Illinois Cent. R. Co. v. Com'rs. of Highways, (161 Ill. 247)	2101
Illinois Cent. R. Co. v. Commonwealth, (29 Ky. L. Rep. 754) ..	1995
Illinois Cent. R. Co. v. Decatur, (154 Ill. 178)	4350, 4379
Illinois Cent. R. Co. v. Decatur, (147 U. S. 190)	4327, 4331
Illinois Cent. R. Co. v. Effingham, (172 Ill. 607)	4099
Illinois Cent. R. Co. v. Galena, (40 Ill. 344)	1762, 2094
Illinois Cent. R. Co. v. Gilbert, (167 Ill. 254)	1841
Illinois Cent. R. Co. v. Godfrey, (71 Ill. 600)	1821, 1850
Illinois Cent. R. Co. v. Hamilton County, (73 Ia. 212)	5004
Illinois Cent. R. Co. v. Illinois, (146 U. S. 387)	2514
Illinois Cent. R. Co. v. Kankakee, (164 Ill. 608)	4297, 4379
Illinois Cent. R. Co. v. Kief, (111 Ill. App. 254)	1822
Illinois Cent. R. Co. v. Mattoon, Com'rs of Highways, (161 Ill. 274)	2074
Illinois Cent. R. Co. v. Mississippi, <i>ex rel.</i> , (94 Miss. 769) ..	2122
Illinois Cent. R. Co. v. Normal, (176 Ill. 562)	2142
Illinois Cent. R. Co. v. People, (161 Ill. 244) .. 1407, 1483, 1515, ..	1742
Illinois Cent. R. Co. v. People, (170 Ill. 224) 4016, 4397, 4398, 4425, ..	4452
Illinois Cent. R. Co. v. Scheevers, (134 Ill. App. 514)	1582
Illinois Cent. R. Co. v. Stewart, (230 Ill. 204)	2950
Illinois Cent. R. Co. v. Thomas, (75 Miss. 54)	2929
Illinois Cent. R. Co. v. Warner, (229 Ill. 91)	1842
Illinois Cent. R. Co. v. Wenona, (163 Ill. 288)	1811
Illinois Cent. R. Co. v. Whiteaker, (122 Ill. App. 322)	1842

(References are to Pages.)

Illinois Conference Female College v. Cooper, (25 Ill. 148)...	1610	Independent School District No. 6 v. Wirtner, (85 Ia. 387)	1266
Illinois Insurance Co. v. Littlefield, (67 Ill. 368)	3243	Indiana v. Agricultural Socy., (85 Pa. St. 357)	426
Illinois Mutual Fire Insurance Co. v. Peoria, (29 Ill. 180) 2208, 2264		Indiana v. United States, (148 U. S. 148)	905
Illinois & M. Canal Co. v. Chicago, (14 Ill. 334)	1791	Indiana v. Woram, (6 Hill. N. Y. 33)	266
Illinois, etc. R. Co. v. Minnihan (129 Ill. App. 432)	1842	Indiana Improvement Co. v. Wagner, (138 Ind. 658) .. 332,	630
Illinois, etc. R. & C. Co. v. St. Louis, (Fed. Cas. 7007)	3221	Indiana Natural & Illuminating Gas Co. v. Anthony, (26 Ind. App. 307)	3573, 3785
Illinois, etc. R. Co. v. St. Louis, (2 Dill. 70) 886, 1438, 2522,	2525	Indiana Natural & Illuminating Gas Co. v. State, (158 Ind. 516)	3573
Illinois State Board of Health v. People, (102 Ill. App. 614)	5275	Indiana, etc. R. Co. v. Attica, (56 Ind. 476) 872, 876, 877, 4607,	4608
Illinois State Hospital for Insane v. Higgins, (15 Ill. 185) 571,	573	Indiana, etc. R. Co. v. People, (201 Ill. 351)	5029
Illinois Trust & Savings Bank v. Arkansas City Water Co., (67 Fed. 196) .. 3414, 3680, 3892,	4314	Indiana R. Co. v. Calvert, (168 Ind. 321)	2921
Illinois Trust & Savings Bank v. Arkansas City, (76 Fed. 271) 1531, 1642, 2716, 2727, 2751, 2822, 3407, 3414, 3480, 3482, 3564, 3665, 3670,	4045	Indiana Ry. Co. v. Hoffman, (161 Ind. 593) .....1435, 2758,	3527
Illinois Trust & Savings Bank v. Burlington, (79 Kan. 797)	3682	Indiana Road Machine Co. v. Sulphur Springs, (Tex. Civ. App. 63 S. W. 908)	2601, 2738
Illinois Trust & Savings Bank v. Chicago, (247 Ill. 264)	3172	Indianapolis v. Bieler, (138 Ind. 30) 1680, 1682, 1746, 2222,	2228
Illinois Trust & Savings Bank v. Pontiac (112 Ill. App. 545)....	3683	Indianapolis v. Bly, (39 Ind. 373)	2767
Imes v. Chicago, etc. R. Co., (105 Ill. App. 37)	1744	Indianapolis v. Blythe, (2 Ind. 75)	1865, 1914
Imler v. Springfield, (55 Mo. 119) 4220, 4233, 4282, 4284,	5558	Indianapolis v. Board of Church Extension, (28 Ind. App. 319) 3232,	3307
Imperial v. Wright, (34 Neb. 732)	5614	Indianapolis v. City Bond Co., (42 Ind. App. 470)	4497
Improvement District v. Cotter, (71 Ark. 556)	3972	Indianapolis v. Consumer's Gas Trust Co. (140 Ind. 107, 246) 1333, 1610, 2411, 3393, 3516, 3534,	3537
Independence v. Briggs, (58 Mo. App. 241)	4015, 4019	Indianapolis v. Consumers' Gas Trust Co., (144 Fed. 640) 3483, 3806, 3827,	3828
Independence v. Cleveland, (167 Mo. 384)	781, 2195	Indianapolis v. Cook, (99 Ind. 10)	5754
Independence v. Gates, (110 Mo. 374) ....4327, 4340, 4342, 4443,	4455	Indianapolis v. Croas, (7 Ind. 9) 2788,	2981
Independence v. Independence Waterworks Co., (153 Mo. App. 693)	3690	Indianapolis v. Doherty, (71 Ind. 5)	5588, 5633
Independence v. Knoewpker, (134 Mo. App. 601)	2667	Indianapolis v. Emmelman, (108 Ind. 530)	5646
Independence v. Moore, (32 Mo. 392)	1555, 1866, 1874	Indianapolis v. Fairchild, (1 Ind. 315)	1876, 2305
Independence v. Nagle, (134 Mo. App. 601)	4075	Indianapolis v. Gelsel, (19 Ind. 344)	1207
Independence v. Purdy, (46 Ia. 202)	1928, 1932	Indianapolis v. Gilmore, (30 Ind. 414)	4254, 4255
Independence v. Trouvalle, (15 Kan. 70)	1145, 5190	Indianapolis v. Higgins, (141 Ind. 1)	1870, 2041
Independence Ave., <i>In re</i> , (128 Mo. 272)	3944, 4058, 4531	Indianapolis v. Huegele, (115 Ind. 581)	414, 1741, 1870
Independent School District v. Burlington, (60 Ia. 500) .. 478,	774	Indianapolis v. Huffer, (30 Ind. 235)	4220, 5532, 5533
Independent School District v. Collins, (15 Ia. 535) 2718, 2773,	5330	Indianapolis v. Imberry, (17 Ind. 175)	1402, 4009, 4010, 4045
Independent School District v. Hall, (113 U. S. 135)	4862	Indianapolis v. Indianapolis Gas-light & Coke Co., (66 Ind. 396) 540, 792, 1410, 2766,	3699
Independent School District v. Hewitt, (105 Ia. 663) 3090,	3120	Indianapolis v. Indianapolis Home for Friendless Women, (50 Ind. 215)	528, 4603, 5095
Independent Dist. v. Independent District, (62 Ia. 616)	494	Indianapolis v. Kingsbury, (101 Ind. 200) 2818, 3222, 3223,	3260
Independent School District v. La Mars City W. & L. Co. (131 Ia. 14)	3455, 3773, 3780	Indianapolis v. Lawyer, (38 Ind. 348)	5525
Independent School District v. Rew, (111 Fed. 1) 4720, 4804, 4873, 4917, 4919,	4938	Indianapolis v. McAvoy, (86 Ind. 587)	585, 5032
Independent District v. Sioux County, (51 Ia. 658)	636	Indianapolis v. Mansur, (15 Ind. 112)	3915, 3994
Independent School District v. Stone, (106 U. S. 183)	4915	Indianapolis v. Marold, (25 Ind. App. 428)	5491

TABLE OF CASES.

5941

(References are to Pages.)

Indianapolis v. Martin, (Ind. App. 1909, 89 N. E. 599) 1115, 1783	Inman v. Tripp, (11 R. I. 520) 1575, 5576
Indianapolis v. Miller, (27 Ind. 394) 1396, 1993, 2000, 2794, 2844, 3426, 3429, 4046, 5700	Innes v. Newman, (2 Q. B. 292) 1594, 1793
Indianapolis v. Miller, (168 Ind. 285) 2083	Insurance Co. v. New Orleans, Fed. Cas. No. 7, 052) 4994
Indianapolis v. Morris, (25 Ind. App. 409) 4962, 5009	Insurance Co. v. Sortwell, (8 Allen Mass. 217) 1298
Indianapolis v. Navin, (151 Ind. 139) 3701, 3717	Interborough Rapid Transit Co. v. Gallagher, (90 N. Y. S. 104) 3515
Indianapolis v. Patterson, (112 Ind. 344) 599, 607, 611, 614, 615, 5032	International Text Book Co. v. Dist. of Col., (35 App. D. C. 307) 2232
Indianapolis v. Skeen, (17 Ind. 628) 1087	International Trading Stamp Co. v. Memphis, (101 Tenn. 181) 5196
Indianapolis v. Ray, (97 N. E. Ind. 795) 5731	International, etc. R. Co. v. Bell, (130 S. W. 634) 3652
Indianapolis v. Ritzinger, (24 Ind. App. 65) 634, 5032	International, etc. R. Co. v. Cuneo, (47 Tex. Civ. App. 622) 3194, 3239, 3245, 3253, 3261, 3262, 3264
Indianapolis v. Scott, (72 Ind. 196) 5718, 5733	International, etc. R. Co. v. Hall, (35 Tex. Civ. App. 545) 1815
Indianapolis v. Shoenig, (48 Ind. App. 76) 5588, 5601, 5756	International Trust Co. v. Leschen & Sons Rope Co., (41 Colo. 299) 1662
Indianapolis v. Sturdevant, (24 Ind. 391) 5029	International Water Co. v. El Paso, (51 Tex. Civ. App. 321) 3584, 3773
Indianapolis v. Wann, (144 Ind. 175) 2619, 4132, 4615	Inter-Ocean Pub. Co. v. Associated Press, (184 Ill. 438) 252
Indianapolis Cable Street R. Co. v. Citizens' Street R. Co., (127 Ind. 369) 3420	Interstate Brick Co. v. Philadelphia, (3 Pa. Dist. 544) 2701
Indianapolis R. Co. v. Capitol Pav. etc. Co., (24 Ind. App. 114) 3945, 4397, 4410	Interstate Vitrefied B. & P. Co. v. Philadelphia, (164 Pa. 477) 2688, 2706, 5195
Indianapolis, etc. R. Co. v. Calvert, (110 Ind. 555) 3653	Interstate Commerce Commission v. Baltimore & Ohio R. R. Co., (145 U. S. 278) 3594
Indianapolis, etc., St. R. Co. v. Citizens St. R. Co., (127 Ind. 369) 2758	Interstate Nat. Bank v. Ferguson, (48 Kan. 732) 4629, 4630
Indianapolis, etc. Ry. Co. v. New Castle, (43 Ind. App. 467) 1783, 3450	Inwood v. State, (42 Ohio St. 186) 2358, 2362, 2366
Indianapolis, etc. R. Co. v. Ross, (47 Ind. 25) 4400	Iola v. Birnbaum, (71 Kan. 600) 5466, 5467
Indianapolis, etc. R. Co. v. State, (37 Ind. 489) 5631	Iola v. Farmer, (72 Kan. 620) 5675
Indianapolis Traction & Terminal Co. v. Formes, (40 Ind. App. 202) 3549	Iola v. Sugg, (8 Kan. App. 529) 1431
Indianapolis Traction & Terminal Co. v. Springer, (93 N. E. 707) 5608, 5765, 5773	Iowa v. Garbroski, (111 Ia. 496) 1016
Indianola v. Gulf, etc. R. Co. (56 Tex. 594) 3458	Iowa Brick Co. v. Des Moines, (111 Ia. 272) 4199
Indianola v. Jones, (29 Ia. 282) 1336, 2610, 2616	Iowa City v. Foster, (10 Ia. 189) 1148
Indianola Light, Ice and Coal Co. v. Montgomery, (85 Miss. 304) 3342	Iowa City v. Newell, (115 Ia. 55) 2232, 2273
Industrial Trust Co. v. St. Cloud, (88 Minn. 437) 3679	Iowa City v. McInnery, (114 Ia. 586) 1872
Ingals v. Plamondon, (75 Ill. 118) 868	Iowa City v. Johnson County, (61 N. W. 995) 4631
Inge v. Board of Public Works, (135 Ala. 187) 2631, 2688, 4118, 4455, 5181, 5346, 5347, 5355, 5371	Iowa Homestead Co. v. Webster County, (21 Ia. 221) 1732
Ingerman v. State (128 Ind. 225) 5272	Iowa Mutual T. Ins. Assn. v. Gilbertson, (129 Ia. 658) 2266
Inglis v. State, (61 Ind. 212) 279	Iowa Pipe & Tile Co. v. Callanan, (125 Ia. 358) 4456
Ingraham, <i>In re</i> , (64 N. Y. 310) 4510	Iowa R. Land Co. v. Carroll County, (39 Ia. 151) 278
Ingraham v. Brown, (231 Ill. 256) 2821, 3219, 3257	Iowa R. Land Co. v. Sac County, (39 Ia. 124) 4954, 4989
Ingram v. Chicago, etc. R. Co., (38 Ia. 669) 3495, 3564	Iowa R. Land Co. v. Soper, (39 Ia. 112) 494
Ingram v. Philadelphia, (35 Pa. Super. Ct. 305) 5752	Iowa St., <i>In re</i> , (24 Pittsb. Leg. L. 468) 3996
Ingram v. Turner, (Tex. Civ. App. 125 S. W. 327) 2949	Ipswich Petitioners, <i>In re</i> , (13 Pick. Mass. 431) 589, 591, 595
Inhabitants of Fourth School Dist. v. Wood, (13 Mass. 193) 344	Ireland v. Globe Milling, etc. Co., (19 R. I. 180) 792
Inhabitants of Fredericktown v. Fox, (84 Mo. 59) 326, 362	Ireland v. Hummel, (90 Ia. 98) 5145
Inhabitants of Melpomone Street v. New Orleans, (14 La. Ann. 452) 828	Ireland v. Rochester, (51 Barb. N. Y. 414) 4002, 4003, 4020, 4403
Inman v. Chicago, (78 Ill. 405) 1597	Ireton v. Baltimore, (61 Md. 432) 5168
	Irish v. Mount Clements, (156 Mich. 588) 3951
	Irish v. State, (Tex. Crim. App. 1893, 24 S. W. 516) 2430

(References are to Pages.)

Iron Molder's Union v. Allis-Chalmers Co., (166 Fed. 45)	2047	Jack v. Ontario, etc. R. W. Co., (14 Up. Can. Rep. 328)	1426
Iron Mountain v. Uddenberg, (127 Mich. 189)	1141	Jack v. Welennett, (115 Ill. 105)	4486
Iron Mountain R. Co. v. Bingham, (87 Tenn. 522)	2943, 3511, 3927	Jacks v. Helena, (41 Ark. 313)	4603
Iron Mountain R. Co. v. Memphis, (96 Fed. 113)	524, 1412, 1633, 2831, 3507	Jackson, <i>Es porta</i> , (142 Cal. 564)	2139
Iron Silver Min. Co. v. Cowie, (21 Colo. 450)	3263	Jackson v. Anderson, (97 Miss. 1)	3861
Iron R. Co. v. Ironton, (19 Ohio St. 399)	3125, 3137	Jackson v. Baehr, (138 Cal. 266)	1166
Ironside v. Vinita, (6 Ind. Ter. 204)	2064	Jackson v. Birmingham F. & M. Co., (154 Ala. 464)	2996, 2998, 2999
	D.	Jackson v. Bowman, (39 Miss. 671)	2746
	V.	Jackson v. Boyd, (53 Ia. 536)	2292, 2293
	V.	Jackson v. Breathitt County, (Ky. 105 S. W. 376)	2364
	V.	Jackson v. Carver, (82 Miss. 583)	5720
	V.	Jackson v. Castle, (82 Me. 579)	1467
	V.	Jackson v. Chew, (12 Wheat. U. S. 153)	2221
	V.	Jackson v. Cory, (8 Johns. N. Y. 385)	2463
	V.	Jackson v. Detroit, (16 Mich. 248)	4523
	V.	Jackson v. Ellendale, (4 N. D. 478)	2578, 2584
	V.	Jackson v. Gilchrist, (15 Johns. N. Y. 89)	1723
	V.	Jackson v. Grand Avenue Ry. Co., (118 Mo. 199)	1410, 1410, 1429, 1806, 2038
	V.	Jackson v. Grand Forks, (140 N. W. 718)	5697
	V.	Jackson v. Greenville, (72 Miss. 220)	5647
	V.	Jackson v. Grinnell, (144 Ia. 232)	5752
	V.	Jackson v. Harrington, (160 Mich. 550)	731
	V.	Jackson v. Hartwell, (8 Johns. N. Y. 422)	2463, 2492, 2495, 5102
	V.	Jackson v. Kansas City, (106 Mo. App. 52)	5744
	V.	Jackson v. Kansas City, etc. Ry. Co. (157 Mo. 621)	356, 1831, 1822, 1844, 1849, 1898, 2090, 2093
	V.	Jackson v. Kiel, (18 Colo. 378)	2954
	V.	Jackson v. Laird, (Miss. 1911, 55 So. 41)	3281
	V.	Jackson v. Lansing, (121 Mich. 279)	5685
	V.	Jackson v. McHargue, (33 Ky. L. Rep. 564)	4453, 4594
	V.	Jackson v. New York, (87 Hun. N. Y. 296)	944, 1236, 1323
	V.	Jackson v. Newman, (59 Miss. 385)	2247, 4952
	V.	Jackson v. Norris, (72 Ill. 384)	5345, 5367
	V.	Jackson v. Owingsville, (Ky. 121 S. W. 672)	5454, 5456
	V.	Jackson v. People, (8 Mich. 262)	2443
	V.	Jackson v. People, (9 Mich. 111)	1983, 1991, 2435, 2440, 2443
	V.	Jackson v. Pool, (91 Tenn. 448)	5720
	V.	Jackson v. Pratt, (10 Johns. N. Y. 381)	532
	V.	Jackson v. Rochester, (43 Hun. 635)	5443
	V.	Jackson v. Shawl, (29 Cal. 267)	2171
	V.	Jackson v. Smith, (120 Ind. 620)	4507, 4524, 4526
	V.	Jackson v. Stone, (168 Mo. 577)	1117
	V.	Jackson v. Whiting, (34 Miss. 163)	624
	V.	Jackson v. Williams, (92 Miss. 301)	3078, 3976, 4063
	V.	Jackson County Horse Car Co. v. Interstate Rapid Transit R. Co., (24 Fed. 308)	332, 1632, 3414
	V.	Jackson Electric Ry. & Power Co. v. Adams, (79 Miss. 408)	2673
Irvine v. Greenwood, (39 S. C. 511)	5394, 5459, 5697, 5647, 5669		
Irvine v. Wood, (51 N. Y. 324)	1993, 2842		
Irving v. Ford, (65 Mich. 241)	323, 3312, 3993, 3941		
Irving v. Highlands, (11 Colo. App. 363)	5422		
Irvines Ex'rs v. Media, (194 Pa. 648)	5557		
Irwin v. Dixon, (9 How. U. S. 10)	2940		
Irwin v. Great So. Tel. Co., (37 La. Ann. 63)	3638, 3643		
Irwin v. Lowe, (39 Ind. 540)	4627		
Irwin v. Mobile, (57 Ala. 6)	4000, 4006		
Irwin v. Ontario, (3 Fed. 49)	4873		
Irwin v. Yuba, (119 Cal. 686)	1103		
Isaacson, <i>Is ra</i> , (36 La. Ann. 56)	1133		
Isaacson v. Boston, (195 Mass. 114)	5685		
Isbell v. New York, etc. R. Co., (25 Conn. 566)	1275, 1270		
Isenberg v. Salvage, (103 Ky. 260)	4150, 4641		
Isenhour v. Barton County, (190 Mo. 163)	4772		
Iske v. Newton, (54 Ia. 536)	1709, 1723		
Island Heights Hotel & Imp. Co. v. Freeman, (77 N. J. Eq. 569)	2326		
Isom v. Low Fare R. Co., (29 Ohio Cir. Ct. Rep. 593)	3436		
Ison v. Griffin, (98 Ga. 823)	5422		
Ison v. Manley, (76 Ga. 304)	2936, 2948		
Israel v. Jacksonville, (111 1 Scam. 290)	2303, 2306, 2311, 2319		
Itasca v. Schroeder, (183 Ill. 192)	2974		
Ithaca v. Babcock, (78 N. Y. S. 49)	4454		
Iuszkewics v. Luther, 30 R. I. 570)	326, 1928, 1940		
Ivanhoe v. Enterprise, (29 Ore. 245)	4453		
Ives v. Hulet, (12 Vt. 314)	1177		
Ivester v. Atlanta, (116 Ga. 353)	5711		
Ivey v. Macon, (102 Ga. 141)	5571		
Ivins v. Trenton, (53 N. J. L. 501)	1446, 1671, 2005, 2009, 2010		
J.			
Jack v. Grangeville, (9 Idaho 291)	2723, 3402, 3606, 3670, 3803, 3804		
Jack v. Moore, (66 Ala. 184)	2590		
	430)	4762	

TABLE OF CASES.

5943

(References are to Pages.)

Jackson St., <i>In re</i> , (83 Pa. St. 328)	2399	J. & A. McKechnie Brewing Co. v. Canandaigua, (44 N. Y. S. 317)	4380, 4524
Jacksonport v. Watson, (33 Ark. 704)	4599	Jamaica v. Denton, (70 N. Y. S. 837)	3087, 3521, 3539
Jacksonville v. Aetna Steam Fire Engine Co., (20 Fla. 100)	1114, 1116	Jamaica v. Long Island R. Co., (37 How. Pr. N. Y. 379)	1966
Jacksonville v. Allen, 25 Ill. App. 54)	1055, 1240, 1417	James v. Darlington, (71 Wis. 173)	3989
Jacksonville v. Alton, (25 Ill. App. 54)	975	James v. Dubois, (16 N. J. L. 285)	1788, 1790
Jacksonville v. Block, (36 Ill. 507)	2435	James' Adm'r v. Harrodsburg, (85 Ky. 191)	1980, 5446
Jacksonville v. Doan, (145 Ill. 23)	3051, 5550, 5564, 5566, 5567	James v. Louisville, (19 Ky. L. Rep. 447)	4457
Jacksonville v. Drew, (19 Fla. 106)	5606, 5629	James v. Milwaukee, (16 Wall. U. S. 159)	877
Jacksonville v. Hamill, (178 Ill. 235)	4471	James v. Pine Bluff, (49 Ark. 199)	1990, 3921, 4319
Jacksonville v. Headen, (48 Ill. App. 60)	2390	James v. Portage, (48 Wis. 677)	2797, 5624
Jacksonville v. Holland, (19 Ill. 271)	2341, 2434	James v. Seattle, (22 Wash. 654)	4589
Jacksonville v. Jacksonville R. Co., (67 Ill. 540)	2003, 2515, 3144, 3332, 3337, 3346	James v. Seattle, (68 Wash. 359)	5615
Jacksonville v. Lambert, (52 Ill. 519)	3051	James v. Stull, (9 Barb. N. Y. 482)	1660
Jacksonville v. Ledwith, (26 Fla. 163)	1506, 1581, 1746, 2131, 2132, 2135, 2136, 2140, 2200, 2228, 2458	James Clark Distilling Co. v. Cumberland, (95 Md. 468)	5029
Jacksonville v. L'Engle, (20 Fla. 344)	614, 636	Jameson v. Cincinnati, (28 Ohio Cir. Ct. Rep. 41)	1230
Jacksonville v. Loar, (65 Ill. App. 218)	4262	Jameson v. People, (16 Ill. 257)	295, 345, 349, 358
Jacksonville v. Massey Business College, (47 Fla. 339)	5040	Jamestown v. Home Tel. Co., (125 N. Y. App. Div. 1)	1780, 3454, 3468
Jacksonville v. Smith, (78 Fed. 292)	5589	Jamison v. Fopiano, (48 Mo. 194)	592
Jacksonville v. Southern Bell Tel. & Tel. Co., (51 Fla. 374)	3706, 3708	Janes v. Tampa, (52 Fla. 292)	5774
Jacksonville E. L. Co. v. Jacksonville, (36 Fla. 229)	3795, 3815, 3892	Janesville v. Carpenter, (77 Wis. 288)	1930, 5199
Jacksonville Ry. Co. v. Jacksonville, (114 Ill. 562)	4041, 4044, 4064, 4074, 4752	Janesville v. Dewey, (3 Wis. 245)	1448, 1514, 1516
Jacksonville, etc. R. Co. v. Boy, (34 Fla. 389)	2438	Janesville v. Milwaukee & M. R. Co., (7 Wis. 484)	358, 1816, 1980, 2293, 2325, 2335, 2832
Jacksonville, etc. R. Co. v. Thomson, (34 Fla. 346)	2952	Janeway v. Duluth, (65 Minn. 292)	3939, 3947, 4290
Jacobs, <i>In re</i> , (98 N. Y. 98)	1605, 1889, 1894, 1911, 1917, 2174, 2177, 2654	Janey's Executor v. Latane, (4 Leigh, Va. 327)	2468
Jacobs v. Clearview Water Supply Co., (220 Pa. 388)	3115	Jansen v. Atchison, (16 Kan. 358)	1469, 1824, 5588
Jacobs v. Levy, (27 La. Ann. 619)	2138	Jansen v. Jersey City, (61 N. J. L. 243)	5486
Jacobs v. San Francisco, (100 Cal. 121)	968, 1285, 1500, 1505, 3707	Jansen v. Ostrander, (1 Cow. 670)	248, 272
Jacobs v. Smallwood, (63 N. C. 112)	1636	January v. Johnson, (Fed. Cas. No. 7,218)	4870
Jacobson v. Board of Education, (N. J. L. 64 Atl. 609)	2709	Janvrin v. Exeter, (48 N. H. 83)	364
Jacobson v. Massachusetts, (197 U. S. 11)	2152	Jaques v. National Exhibit Co., (15 Abb. N. C. N. Y. 250)	2961
Jacobus v. Oakland, (42 Cal. 21)	3958	Jaquith v. Royce, (42 Ia. 406)	2293, 2308
Jacoby v. Dallis, (115 Ga. 372)	4668	Jarboe v. Carrollton, (73 Mo. App. 347)	4251
Jacquemin v. Finnegan, (80 N. Y. S. 207)	2858	Jarrell v. Wilmington, (4 Pennew. Dec. 454)	5670
Jacquemin & Shenker v. Andrews, (40 Mo. App. 507)	1175	Jarrett v. Chicago, (181 Ill. 242)	4070
Jacques v. Louisville, (32 Ky. L. Rep. 574)	2718	Jarrolt v. Moberly, (103 U. S. 580)	876, 4610, 4670
Jaeger v. Burr, (36 Ohio St. 164)	4540	Jarrolt v. Moberly, (Fed. Cas. No. 7,223)	4830
Jager, <i>In re</i> , (29 S. C. 438)	2190	Jarvis v. Barnard, (30 Vt. 492)	1166, 1387
Jahn, <i>In re</i> , (55 Kan. 694)	1865, 2124, 2366, 2370, 2445	Jarvis v. Fleming, (27 Ontario Rep. 309)	803
Jaicks v. Merrill, (201 Mo. 91)	1787, 4485	Jarvis v. Grafton, (44 W. Va. 453)	3280
J. & A. McKechnie Brewing Co. v. Canandaigua, (162 N. Y. 631)	4381	Jarvis v. New York, (49 How. Pr. N. Y. 354)	1148, 1419
		Jarvis v. Pinckney, (8 Hill. S. C. 123)	1435
		Jasper v. Allman, (142 Ind. 573)	5383

(References are to Pages.)

Jasper v. Barton, (56 So. 42)	5579	Jelliff v. Newark, (49 N. J. L.	239)	4360	
Jasper v. Martin, (161 Mich.	3193, 3223	Jelly v. Pieper, (44 Mo. App.	380)	1467, 1471	
Jay v. Taylor, (123 Ind. 148)	2731	Jenkins v. Ballantyne, (8 Utah,	245)	2059	
Jayne v. Cortland Water Works		Jenkins v. Charleston, (5 S. C.	393)	4995	
Co., (95 N. Y. S. 227)	3649	Jenkins v. Charleston, (96 U. S.	449)	1639	
Jaynes v. Omaha St. R. Co., (53	2820, 3320, 3618, 3621	Jenkins v. Cheyenne, (1 Wyo.	Ter. 287)	2308, 2312, 2429	
J. Burton Co. v. Chicago, (236	2899	Jenkins v. Columbia Land & Imp.	Co., (13 Wash. 502)	3783	
J. D. Moran Mfg. & Const. Co. v.		Jenkins v. Hanson, (101 Minn.	298)	2511	
St. Paul, (65 Minn. 300)	4197	Jenkins v. Minersville Boro, (44	Pa. Super. Ct. 423)	4225	
Jeannette, Incorporation of, (129	323	Jenkins v. Morning, (38 Wis.	197)	2289	
Pa. St. 567)		Jenkins v. Rock County Com'rs,	(15 Wis. 11)	4527, 5364	
Jeans v. Morrison, (99 Mo. App.	2057	Jenkins v. Scranton, (205 Pa.	598)	1129	
208)	1782, 2050, 2053,	Jenkins v. Scranton, (202 Pa.	267)	1005, 1149	
Jebb v. Sexton, (84 Ill. App.	4305	Jenkins v. Stetler, (118 Ind.	275)	828, 4160, 4513	
45)		Jenkins v. Thomasville, (35 Ga.	145)	1859	
Jeffers v. Annapolis, (107 Md.	3628	Jenkintown, <i>In re</i> , (16 Montg.	County Rep. 73)	1223	
268)	3392, 3617, 3628	Jenks v. Chicago, (56 Ill. 397)		3909	
Jefferson v. Arrighi, (54 Miss.	2608	Jenks v. Osceola Tp., (45 Ia.	554)	5223, 5225, 5226	
668)		Jenks v. Racine, (50 Wis. 318)		4185	
Jefferson v. Chapman, (127 Ill.	5753	Jenks v. Williams, (115 Mass.	217)	1751, 2007, 2903	
438)	5491, 5718, 5720,	Jenney v. Brooklyn, (120 N. Y.	164)	5515	
Jefferson v. Curry, (71 Mo. 85)	5037	Jenney v. Des Moines, (103 Ia.	347)	2663, 2666	
Jefferson v. Edwards, (37 Mo.	1795	Jennings v. Big Sandy & C. R.	Co., (61 W. Va. 664)	1662	
App. 617)		Jennings v. Le Breton, (80 Cal.	8)	4171	
Jefferson v. Jennings Banking		Jennings v. Van Schaick, (108 N.	Y. 530)	5746	
& Trust Co., (35 Tex. Civ. App.	4937	Jennings v. Verbag, (63 Ind.	107)	2712	
74)	4619, 4830, 4834, 4875,	Jennings Banking & Trust Co. v.	Jefferson, (30 Tex. Civ. App.	534)	4830, 4834, 4927
Jefferson v. Lewis, (20 Fla. 980)	2301	Jensen, <i>In re</i> , (59 N. Y. S. 653)		4593	
Jefferson v. Lineberger, (3 Mont.	1180	Jensen, <i>In re</i> , (60 N. Y. S. 933)		4970	
231)		Jensen, <i>In re</i> , (28 Misc. N. Y.	378)	501, 538	
Jefferson v. Marshall Nat. Bank,		Jensen v. Board of Supervisors,	(47 Wis. 298)	532	
(18 Tex. Civ. App. 539)		Jensen v. Waltham, (166 Mass.	344)	5435, 5477	
	4619, 4845, 4847	Jermyn v. Scranton, (212 Pa. St.	598)	4618, 4816, 4839	
Jefferson v. Mayr, (31 Colo. 173)	2206	Jermyn Borough, <i>In re</i> , (8 Pa.	Common Pleas, 39)	668	
Jefferson v. People, (87 Ill. 503)	331	Jerome v. Rio Grande County,	(18 Fed. 873)	5269	
Jefferson v. Sault Ste. Marie,	5699	Jerome Ave., <i>In re</i> , (192 N. Y.	459)	4422	
(165 Mich. 172)		Jersey v. Vreeland, (43 N. J. L.	638)	3688	
Jefferson v. Slagle, (66 Pa. St.	1267	Jersey City v. Abercrombie, (N.	J. L. 58 Atl. 73)	1967	
202)		Jersey City v. Brown, (32 N. J.	L. 504)	2615	
Jefferson v. State, (Ala. 1911, 54	2791	Jersey City v. Central R. Co., (40	N. J. Eq. 417)	4298	
So. 757)		Jersey City v. Chasan, (N. J. L.	79 Atl. 1058)	2226	
Jefferson v. Whipple, (71 Mo.	5018, 5038	Jersey City v. Flynn, (74 N. J.	Eq. 104)	2762, 3828, 3834	
519)					
Jefferson City v. Courtmire, (9	840				
Mo. 692)					
Jefferson County Com'rs v. Os-	3820				
kaloosa, (80 Kan. 587)					
Jefferson Iron Co. v. Hart, (18	4986				
Tex. Civ. App. 525)					
Jefferson Police Jury v. Orleans,	1548				
(34 La. Ann. 646)					
Jeffersonian Pub. Co. v. Hillard,	5282				
(108 Ala. 576)					
Jeffersonville v. Gray, (165 Ind.	5510				
26)					
Jeffersonville v. Louisville & J.	4104, 5510				
Steam Ferry Co., (27 Ind. 100)					
Jeffersonville v. Myers, (2 Ind.	4235, 4240				
App. 532)					
Jeffersonville v. Patterson, (26	4801				
Ind. 15)					
Jeffersonville v. The John Shall-	5510				
cross, (35 Ind. 19)					
Jeffersonville v. Weems, (5 Ind.	614				
547)					
Jeffress v. Greenville, (154 N.	3121, 3282				
C. 490)					
Jeffreys v. Defiance, (11 Ohio	2344				
Dec. 144)					
Jeffries v. Lawrence, (42 Ia.	4830, 4962				
498)					
Jeffries v. Harrington, (11 Colo.	989				
191)					
Jeffris v. Cash, (207 Ill. 405)	4486				
Jelliff v. Newark, (48 N. J. L.	3990, 4348, 4351, 4355, 4509				
101)					

TABLE OF CASES.

5945

(References are to Pages.)

Jersey City v. Foster, (32 N. J. Eq. 825)	4497, 5019
Jersey City v. Foster, (N. J. L. 79 Atl. 1052)	1954, 2260
Jersey City v. Harrison, (71 N. J. L. 69)	2568, 2611
Jersey City v. Harrison, (72 N. J. L. 185)	2564, 2616
Jersey City v. Horton, (38 N. J. L. 88)	5169
Jersey City v. Howeth, (30 N. J. L. 521)	4062
Jersey City v. Jersey & B. R. Co., (20 N. J. Eq. 360)	521, 3385
Jersey City v. Jersey City & B. R. Co., (70 N. J. L. 360) ..	3455, 3680
Jersey City v. Kiernan, (50 N. J. L. 246)	5395, 5546
Jersey City v. Montclair R. Co., (35 N. J. L. 328)	3143
Jersey City v. Morris Canal & V. Co., (1 Reas N. J. 553)	3198
Jersey City v. Morris Canal & Banking Co., (41 N. J. L. 66) ..	3697
Jersey City v. Morris Canal & Banking Co., (12 N. J. Eq. 547) ..	3213, 3221, 3300, 3339, 3342
Jersey City v. National Docks Ry. Co., (55 N. J. L. 194) ..	3532, 3958
Jersey City v. North Jersey Street R. Co., (78 N. J. L. 72)	3454, 4612
Jersey City v. North Jersey S. R. Co., (73 N. J. L. 175) ..	5011, 2240
Jersey City v. Qualfe, (26 N. J. L. 63)	4432
Jersey City v. State, (30 N. J. L. 521)	1345, 4077
Jersey City v. State, (53 N. J. L. 484)	1729
Jersey City Board of Finance v. Jersey City, (57 N. J. L. 28 Vroom, 452)	2746
Jersey City Board of Finance v. Street & Water Com'rs, (55 N. J. L. 230)	2722, 2724
Jersey City Brewing Co. v. Jersey City, (42 N. J. L. 575) ..	4004
Jersey City Gas Co. v. Dwight, (29 N. J. Eq. 242) ..	1645, 3368, 3375, 3385, 3390, 3780
Jersey City, etc. St. Ry. Co. v. Garfield, (68 N. J. L. 587) ..	313, 661, 3495
Jersey City & B. R. Co. v. Jersey City, etc. R. Co., (20 N. J. Eq. 61)	3392, 3451, 3465, 3466, 3608
Jersey City, etc. St. Ry. Co. v. Passaic, (68 N. J. L. 110) ..	1481, 1495
Jersey City Supply Co. v. Jersey City, (71 N. J. L. 631) ..	2607, 2621
Jersey County v. Jersey City, (4 Halst. 8 N. J. Eq. 715)	3925
Jessing v. Columbus, (1 Ohio Cir. Ct. Rep. 90)	3990
Jessop v. Kittaning Borough, (225 Pa. 589)	2939, 3236, 3269
Jester v. Spurgeon, (27 Mo. App. 477)	1048
Jett v. Richmond, (78 Ind. 316) ..	1870
Jetter v. New York, etc. R. Co., (2 Abb. Ct. App. Dec. N. Y. 458)	1460, 1852
Jewel v. Gilbert, (64 N. H. 13) ..	1052
Jewel v. Superior, (135 Fed. 19)	4792, 4795, 4797
Jewell v. Ithaca, (76 N. Y. S. 126)	5130
Jewell v. Mount Vernon, (87 N. Y. S. 120)	5486
Jewell Belting Co. v. Bertha, (91 Minn. 9)	852, 2569, 2570, 2604
Jewett v. New Haven, (38 Conn. 368)	5068
Jew Ho v. Williamson, (103 Fed. 10)	1887
Jewhurst v. Syracuse, (108 N. Y. 303)	5625
Jex v. New York, (103 N. Y. 536) ..	3939
J. M. Griffith Co. v. Los Angeles, (122 Cal. 18)	4122
J. M. Guffey Petroleum Co. v. Murrell, (127 La. 466)	5014
J. N. Matthews Co. v. Buffalo, (126 N. Y. S. 596)	3573
Job v. People, (193 Ill. 609) ..	4075, 4351, 4352
Jobson v. Bridges, (84 Va. 298) ..	1028
Jobson v. Henderson, (64 J. P. 425)	1544
Jochem v. Robinson, (66 Wis. 638)	1852, 2886
Jochem v. Robinson, (72 Wis. 199)	2887
Jockheck v. Shawnee County, (53 Kan. 780)	3120, 3127
Joesting v. Baltimore, (97 Md. 589)	5029, 5029
John v. Connell, (61 Neb. 267) ..	4015, 4265
John v. State, (1 Ala. 95)	2439
John & Cherry St., <i>In re</i> , (19 Wend. N. Y. 659)	3010
John A. Tolman & Co. v. Chicago, (240 Ill. 268)	2886
John Ainsfield Co. v. Edward B. Grossman & Co., (98 Ill. App. 180)	2844
John A. Roebling's Sons Co. v. New York, (97 N. Y. S. 278) ..	5134
John Hancock Mut. Life Ins. Co. v. Huron, (100 Fed. 1001)	4746
John Hancock Mut. Life Ins. Co. v. Huron, (80 Fed. 652) ..	4929
John J. Sesnon Co. v. United States, (182 Fed. 573)	880
John K. Cummings Realty & Investment Co. v. Deere & Co., (208 Mo. 66)	2950, 2957, 2963
John Kelso Co. v. Gillette, (136 Cal. 603)	4156
John Mouat Lumber Co. v. Denver, (21 Colo. 1) ..	3272, 3299, 3302
John P. Sharkey Co. v. Portland, (Ore. 1911, 114 Pac. 933) ..	2818, 2826
John Rapp & Son v. Kiel, (Cal. 115 Pac. 651)	2231, 2275
Johns v. Cincinnati, (45 Ohio St. 278)	5431
Johns v. Salamanca, (122 N. Y. S. 488)	4265
Johnson, Appeal of, (75 Pa. St. 96)	3988
Johnson, <i>In re</i> , (103 N. Y. 260) ..	4466
Johnson v. Albany, (83 N. Y. S. 1002)	4181, 4183
Johnson v. Alderson, (33 W. Va. 473)	2772
Johnson v. Americus, (46 Ga. 80)	2300, 2301, 2321
Johnson v. Andengard, (100 Minn. 130)	2949
Johnson v. Armour, (31 Fla. 413) ..	2241
Johnson v. Asbury Park, (58 N. J. L. 604)	2208, 2231
Johnson v. Atlantic City Gas & Water Co., (65 N. J. Eq. 129)	3781
Johnson v. Avondale, (1 Ohio Cir. Dec. 124)	4391
Johnson v. Avondale, (1 Ohio Cir. Ct. 229)	3938, 4288, 5195
Johnson v. Barclay, (16 N. J. L. 1) 2328, 2340, 2348, 2358, 2417, 2421	

(References are to Pages.)

Johnson v. Bay City, (164 Mich. 251)	5626	Johnson v. People, (177 Ill. 64)	4469, 4470
Johnson v. Belmar, (58 N. J. Eq. 354)	3654	Johnson v. People, (202 Ill. 306)	1744, 1765, 4080
Johnson v. Bessemer, (143 Mich. 313)	2120	Johnson v. Pettit, (105 N. Y. S. 730)	4251
Johnson v. Board of Comrs. of Wells County, (107 Ind. 15) ..	4089	Johnson v. Philadelphia, (60 Pa. St. 445)	1732, 2204, 3554
Johnson v. Cincinnati, (26 Wkly. Law Bul. Ohio, 223)	1533	Johnson v. Philadelphia, (94 Miss. 34)	2060, 2061
Johnson v. Cincinnati, (11 Ohio Dec. 383)	5317	Johnson v. Philadelphia, (Miss. 47 So. 526)	1575
Johnson v. Cincinnati, (30 Ohio Cir. Ct. Rep. 644)	3982	Johnson v. Philadelphia, (139 Pa. 646)	5427
Johnson v. Common Council, (16 Ind. 227)	4192	Johnson v. Philadelphia, etc. R. Co., (Pa. 62 Atl. 86)	4310
Johnson v. Croydon Corporation, (16 Q. B. D. 708)	1592, 2044	Johnson v. Rock Hill, (57 S. C. 371)	2632, 2672, 3843
Johnson v. Dadeville, (127 Ala. 244)	3219	Johnson v. Roddey, (83 S. C. 462)	4665, 4926
Johnson v. Daw, (53 Mo. App. 372)	2056	Johnson v. Rome R. & L. Co., (4 Ga. App. 742)	2863
Johnson v. Dodd, (56 N. Y. 76)	1267	Johnson v. St. Paul, etc. R. Co., (43 Minn. 222)	1602, 1853
Johnson v. Dow, (53 Mo. App. 372)	1552	Johns v. Salamanca, (114 N. Y. S. 707)	4229
Johnson v. Duer, (115 Mo. 366)	4505, 4510	Johnson v. San Diego, (109 Cal. 468)	258, 379, 664, 665
Johnson v. Eau Claire, (149 Wis. 194)	5629	Johnson v. Sanitary Dist., (163 Ill. 285)	2701
Johnson v. Fargo, (15 N. D. 525)	5639	Johnson v. School District, (67 Mo. 319)	281, 1344, 2735
Johnson v. Finley, (54 Neb. 733)	1449, 1518, 1840, 5022	Johnson v. Shea, (198 Mass. 411)	1207
Johnson v. Forest City, (129 Ia. 51)	634	Johnson v. Simonton, (43 Cal. 242)	1409, 1413, 1903, 1913, 2149
Johnson v. Galveston, (11 Tex. Civ. App. 469)	1222, 5279	Johnson v. Smith, (11 Humph. Tenn. 396)	2170
Johnson v. Garside, (65 Hun. N. Y. 208)	1025	Johnson v. Snow, (102 Mo. App. 233)	1757, 2070
Johnson v. Great Falls, (38 Mont. 369) 1864, 1894, 1898, 1899, 2192, 2201		Johnson v. Somerville, (195 Mass. 370)	5396, 5399, 5402, 5437, 5476
Johnson v. Hahn, (4 Neb. 146)	1780, 1783	Johnson v. Stark, (24 Ill. 75) ..	872
Johnson v. Haverhill, (35 N. H. 74)	5596	Johnson v. State, (59 Miss. 543) ..	1866
Johnson v. Higgins, (3 Metc. 60 Ky. 566)	1636	Johnson v. State, (129 Ala. 672) ..	411
Johnson v. Hilton, etc. Lumber Co., (103 Ga. 212) 2297, 2298, 2444		Johnson v. State, (1 Ga. App. 195)	3208, 3252
Johnson v. Indianapolis, (16 Ind. 227) ..	566, 572, 651, 657, 826, 4105	Johnson v. Tacoma, (41 Wash. 51)	4386, 4389, 4425
Johnson v. Kessler (76 Ia. 411) ..	5035	Johnson v. Thomas, (Cal. 43 Pac. 578)	1850, 2034
Johnson v. Lexington, (Ky. 14 B. Mon. 648)	4995	Johnson v. Thompson-Houston Electric Co., (7 N. Y. S. 716) ..	3394
Johnson v. Llano County, (15 Tex. Civ. App. 421)	2548	Johnson v. Troy, (48 N. Y. S. 998)	5124
Johnson v. Macon, (114 Ga. 426) ..	2251	Johnson v. Wells, (107 Ind. 15) ..	431
Johnson v. Macon, (62 Ga. 645) ..	4972, 4973, 5020	Johnson v. West Side St. R. Co., (9 Ohio Dec. 71)	2708
Johnson v. Mann, (77 Va. 265) ..	1036, 1059	Johnson v. White, (26 R. I. 207) ..	4233
Johnson v. Metropolitan St. R. Co., (104 Mo. App. 588)	362	Johnson v. Wilson, (95 Ky. 415) ..	1057
Johnson v. Milwaukee, (40 Wis. 315)	4440, 5364	Johnson v. Wilson, (2 N. H. 202)	1034, 1042, 1344
Johnson v. Milwaukee, (46 Wis. 568)	5616, 5627	Johnson v. Winfield, (75 Kan. 332)	1142
Johnson v. Milwaukee, (88 Wis. 383)	3029	Johnson v. Winfield, (48 Kan. 129)	2349
Johnson v. Moss, (20 Wend. 145)	5205	Johnson v. Worcester, (172 Mass. 122)	5675
Johnson v. New Orleans, (105 La. 149)	3439, 5313, 5337, 5346, 5343	Johnson v. Wyman, (9 Gray, Mass. 186)	2979
Johnson v. New York, (186 N. Y. 139)	2927, 5643	Johnson Chair Co. v. Agresto, (73 Ill. App. 384)	2888
Johnson v. New York, (1 N. Y. S. 254)	4122	Johnson City v. Charleston, etc. R. Co., (100 Tenn. 138) ..	4647, 4911
Johnson v. Pawnee County, (7 Okla. 636)	4743	Johnson City v. Wolfe, (103 Tenn. 277)	5064
Johnson v. Parkersburg, (16 W. Va. 402)	4222	Johnson City Southern R. Co. v. South & W. R. Co., (148 N. C. 59)	3184
		Johnson Express Co. v. Chicago, (136 Ill. App. 368)	1710
		Johnson Home v. Seneca Falls, (55 N. Y. S. 803)	5010

TABLE OF CASES.

5947

(References are to Pages.)

Johnson-Kahn Co. v. Thompson, (130 N. Y. S. 216)	3654, 3574, 3662, 3663, 3784
Johnston, <i>In re</i> , (137 Cal. 115) ..	3539
Johnston v. Cleveland County, (67 N. C. 101)	5168
Johnston v. District of Columbia, (118 U. S. 19)	3895, 4220, 5531
Johnston v. Herkimer County, (19 Johns. 272)	5286
Johnston v. Huntington, (76 S. E. 142)	5003, 5022, 5023
Johnston v. Lonstorf, (128 Wis. 17) 2793, 2794, 2819, 2982, 2993,	3003
Johnston v. Louisville, (11 Bush. Ky. 527)	2241, 5036
Johnston v. Macon, (62 Ga. 645) 2190, 2193, 2225,	2250
Johnston v. Oshkosh, (21 Wis. 184)	3922
Johnston v. Philadelphia, (113 Fed. 40)	4129
Johnston v. State, (7 Mo. 183) ..	2370
Johnstown v. Cent. Dist., etc. Tel. Co., (23 Pa. Super. Ct. 381)	1734
Johnstown v. Rodgers, (20 N. Y. Misc. 262)	1178
Joliet v. Adler, (71 Ill. App. 456)	4262, 4275, 4277
Joliet v. Alexander, (194 Ill. 457)	1725, 4707, 4726, 4728
Joliet v. Harwood, (86 Ill. 110)	5492
Joliet v. Looney, (159 Ill. 471)	5722
Joliet v. McCraney, (49 Ill. App. 381)	5732
Joliet v. Petty, (96 Ill. App. 450) 1781, 1784,	1795
Joliet v. Schroeder, (92 Ill. App. 68)	4262, 4270
Joliet v. Shufeldt, (144 Ill. 403)	5774
Joliet v. Verley, (35 Ill. 58) 839,	5430
Joliet v. Werner, (166 Ill. 34)	2975
Joliet v. Weston, (22 Ill. App. 225)	5687
Joliet Gas Light Co. v. Suther- land, (68 Ill. App. 230)	3509
Jolly v. Monaca Borough, (216 Pa. St. 345)	3863
Jolly v. Pittsburgh, etc. Ry. Co., (25 Pittsb. Leg. J. N. S. 259)	1317
Jolly's Adm'x v. Hawesville, (89 Ky. 279)	5063
Jones, <i>Ex parte</i> , (4 Okla. Cr. App. 74)	782, 1943
Jones, <i>In re</i> , (90 Mo. App. 318) ..	2316
Jones, <i>In re</i> , (78 Ala. 419)	1744
Jones, <i>In re</i> , (9 Ont. W. R. 323) 1957,	1960
Jones v. Andover, (9 Pick Mass. 146)	1274, 1354
Jones v. Andover, (10 Allen, Mass. 18)	1823, 1855
Jones v. Atlantic City, (81 N. J. L. 259)	3853
Jones v. Avery, (50 Mich. 326) ..	955
Jones v. Belt, (8 Houston, Del. 562)	1852
Jones v. Bladen, (69 N. C. 412) ..	5168
Jones v. Bloomfield, (N. J. Eq. 69 Atl. 1106)	3692
Jones v. Boston, (188 Mass. 53) 5618,	5677
Jones v. Boston, (201 Mass. 267)	5595, 5616
Jones v. Boston, (104 Mass. 461) 1478, 4321, 4337, 4347,	5670
Jones v. Buffalo, (178 N. Y. 45)	1132
Jones v. Buffalo, (79 N. Y. S. 754)	1133
Jones v. Caldwell, (21 Kan. 186)	921
Jones v. Camden, (44 S. C. 319)	4822, 4938
Jones v. Carter, (45 Tex. Civ. App. 450)	3218
Jones v. Chicago, (213 Ill. 92) 4020, 4027, 4040, 4067,	4289
Jones v. Cody, (132 Mich. 13) ..	5087
Jones v. Collins, (177 Mass. 444)	5618, 5714
Jones v. Collins, (188 Mass. 53)	2980
Jones v. Columbus, (25 Ga. 610)	4965
Jones v. Columbus, (62 Ind. 421)	5029
Jones v. Corbin, (30 Ky. L. Rep. 374)	5455
Jones v. Currie, (34 La. Ann. 1093)	1167, 1183
Jones v. Dearing, (94 Me. 165) 5690,	5721
Jones v. Detroit, (Mich. 137 N. W. 513)	5674
Jones v. Detroit Water Com'rs, (34 Mich. 273)	3867, 4338
Jones v. District of Columbia, (D. C. 3 App. Cas. 26)	4450
Jones v. Doherty, (56 S. W. 596)	5045
Jones v. Duncan, (127 N. C. 118)	2050, 2057
Jones v. Durham Water Co., (135 N. C. 553)	3597
Jones v. Durham Water Co., (138 N. C. 383)	3597
Jones v. Easton, (4 Pa. Dist. Rep. 509)	1124
Jones v. Erie N. W. R. Co., (144 Pa. St. 629)	3609
Jones v. Estis, (2 John. N. Y. 379)	2403
Jones v. Fireman's Fund Ins. Co., (2 Daly, N. Y. 307) 1412, 1430, 1469,	1634
Jones v. F. S. Royster Guano Co., (6 Ga. App. 506)	1914
Jonas v. Gilbert, (5 Sup. Ct. of Canada, 356)	1604, 2222
Jones v. Grady, (25 La. Ann. 586)	2275
Jones v. Granite Mills, (126 Mass. 84)	1757
Jones v. Great Southern, etc. Ho- tel Co., (86 Fed. 370)	1894
Jones v. Greenboro, (124 N. C. 310)	5671
Jones v. Henderson, (147 N. C. 120)	4229, 5338
Jones v. Hilliard, (69 Ala. 300) 2217,	2276
Jones v. Hines, (157 Ala. 624)	356
Jones v. Holzapfel, (11 Okla. 405)	3955, 4103, 4335
Jones v. Hutchinson, (43 Ala. 721)	1374
Jones v. Jefferson, (66 Tex. 576) 1082,	5183
Jones v. Kolb, (56 Wis. 263) ..	420
Jones v. Lake View, (151 Ill. 663)	355,
357, 1813, 4428, 4469, 4470,	4477
Jones v. Little Rock, (25 Ark. 301)	5312, 5343, 5351
Jones v. Loving, (55 Miss. 109)	1185, 1529
Jones v. McAlpine, (64 Ala. 511) 1362, 1396,	1759
Jones v. Martin, (35 Fed. 348) ..	594
Jones v. Memphis, (101 Tenn. 188)	662
Jones v. Metropolitan Park Com'rs, (181 Mass. 494)	4442
Jones v. Mills, (11 Ill. App. 350)	993
Jones v. Millsaps, (71 Miss. 10)	1754
Jones v. Moore, (106 N. C. 436)	5294

(References are to Pages.)

Jones v. Nashville, (109 Tenn. 550)	3656, 3657	Jonesboro v. Cairo, etc. R. Co., (110 U. S. 192)	4625, 4828, 4871
Jones v. Newark, (11 N. J. Eq. 452)	4524	Jonesboro v. McKee, (2 Yerg. Tenn. 167)	2300, 5036, 5160
Jones v. New Bern, (152 N. C. 64)	4622, 4652, 4800	Jonestown v. Ganong, (97 Miss. 67)	4779, 5188, 5191
Jones v. New Haven, (34 Conn. 1)	5598	Jonesville v. Southern Michigan Tel. Co., (155 Mich. 86)	3544
Jones v. New York, (30 N. Y. S. Ct. 7 Rob. 209)	2574	Joplin v. Freeman, (125 Mo. App. 717)	2682, 4027, 4411
Jones v. New York, (44 Hun, N. Y. 629)	5497	Joplin v. Hollingshead, (123 Mo. App. 602)	4010, 4071
Jones v. New York, (62 N. Y. S. 284)	4174, 4177	Joplin v. Leckie, (78 Mo. App. 8)	764, 781, 786, 2196
Jones v. New York, (65 N. Y. S. 747)	4168	Joplin v. Southwest Missouri L. Co., (191 U. S. 150)	3818
Jones v. New York, (68 N. Y. S. 228)	4176	Joplin Consolidated Min. Co. v. Joplin, (124 Mo. 129)	3044, 3051, 3187, 4284, 5564, 5565
Jones v. New York, (70 N. Y. S. 46)	4143, 4159	Joplin Waterworks v. Joplin, (177 Mo. 496)	3679, 3682
Jones v. New York, (90 N. Y. 387)	5144	Jordan v. Andrus, (27 Mont. 22)	4743
Jones v. North Wilkesboro, (150 N. C. 646) 826, 834, 1914, 5313, 5448		Jordan v. Benwood, (42 W. Va. 312)	3037, 3048, 4250, 4282, 4283, 5528, 5571, 5574, 5578
Jones v. Ogden City, (32 Utah, 221)	5727	Jordan v. Board of Education of Taylor's Falls, (39 Minn. 298)	2555
Jones v. Page, (44 Ala. 657) ..	2267	Jordan v. Chenoa, (166 Ill. 530)	2974, 3306, 3342
Jones v. Paul, (136 Mo. App. 524)	4157	Jordan v. Delaware & A. T. & T. Co., (Del. 75 Atl. 1014) ..	2868
Jones v. Pendleton County, (19 Ky. L. Rep. 159)	830	Jordan v. Greenville, (79 S. C. 436)	4651, 4819, 4822
Jones v. Pensacola, (13 Fed. Cas. No. 7488)	689, 709	Jordan v. Hannibal, (87 Mo. 673)	5424, 5428, 5629
Jones v. Plummer, (137 Mo. App. 337)	4353	Jordan v. Hubert, (54 Cal. 260) ..	4766
Jones v. Port Arthur, (16 Onta-rio Rep. 474)	803	Jordan v. Kavanaugh, (63 Ia. 152)	4217
Jones v. Portland, (57 Me. 42) ..	3979	Jordan v. Logansport, (171 Ind. 121)	5312, 5344, 5357
Jones v. Portland, (35 Ore. 512) ..	4188	Jordan v. New York, (66 N. Y. S. 696)	5645
Jones v. Richmond, (18 Gratt. Va. 517)	2128	Jordan v. Nicolin, (84 Minn. 367)	2346, 2386
Jones v. Robbins, (8 Gray, Mass. 329)	2369, 2375	Jordan v. Otis, (37 Barb. N. Y. 50)	3285
Jones v. Rochester Gas & Elec-tric Co., (39 N. Y. S. 1105) ..	3579	Jordan v. Peckham, (19 R. I. 28)	5723
Jones v. Rochester Gas & Elec-tric Co., (158 N. Y. 678)	3578	Jordan v. School District, (38 Me. 164)	1273, 1343
Jones v. Rochester Gas & Elec-tric Co., (168 N. Y. 65) ..	3579, 3786	Jordon v. Cass, (Fed. Cas. No. 7517)	346, 4105, 4910
Jones v. St. Louis, etc. R. Co., (84 Mo. 151)	4286	Jordon v. Hyatt, (3 Barb. 275) ..	4433, 4434
Jones v. Sanford, (66 Me. 585) ..	2522	Jorgensen v. Squire, (144 N. Y. 280)	1988, 2829, 2842, 2895, 2896
Jones v. Savage, (53 N. Y. S. 308)	4163, 4165, 4200	Jorgenson v. Superior, (111 Wis. 561)	4224, 4254, 4255, 4271
Jones v. Schulmeyer, (39 Ind. 119)	4491	Joseph v. Baker (86 Mo. App. 310)	4554
Jones v. Schuylkill L. H. & P. Co., (202 Pa. St. 164)	1500	Joseph v. Joseph Waterworks Co., (57 Ore. 586)	3402, 3480, 3488, 4735
Jones v. Seattle, (19 Wash. 669)	2697, 3977, 4851	Joseph v. Hannibal, etc. R. Co., (39 Mo. 476)	5011
Jones v. Seattle, (51 Wash. 245)	5124	Joseph v. Lung, (93 Mo. App. 626)	2196
Jones v. Shreveport, (28 La. Ann. 835)	5031	Joseph v. Milledgeville, (97 Ga. 513)	5023
Jones v. Soulard, (24 How. U. S. 41)	593, 595, 885	Joseph Schlitz Brewing Co. v. Superior, (117 Wis. 297)	1723
Jones v. South Omaha, (3 Neb. 551)	3989	Joslyn v. Detroit, (74 Mich. 458)	5679, 5703, 5706
Jones v. South Omaha, (94 N. W. 957)	3987	Joslyn v. Dickerson, (71 Ill. 25) ..	2297
Jones v. State, (1 Kan. 273)	920	Josupeet v. Niagara Falls, (127 N. Y. S. 527)	5645
Jones v. State, (100 Ala. 88) ..	2320	Joy v. Jackson & M. Plank Road Co., (11 Mich. 155)	3476
Jones v. Statesville, (97 N. C. 86)	5168, 5169	Joy v. St. Louis, (138 U. S. 1)	1409, 2758
Jones v. Waycross, (6 Ga. App. 212)	1710, 1744	Joy v. Terrell, (138 S. W. 213) ..	3817
Jones v. Wilcox, (80 N. Y. S. 420)	1228		
Jones v. Williamsburg, (97 Va. 722) 5406, 5417, 5418, 5422, 5662, 5668			
Jones v. Wilshire, (98 Ky. 391) ..	1054		

TABLE OF CASES.

5949

(References are to Pages.)

Joyce v. Barron, (67 Ohio St. 264)	3976	Juvenile Court Institution, (21 Pa. Dist. Rep. 535)	5110
Joyce v. Chicago, (120 Ill. App. 398)	1241, 1251, 5053	Juzix v. San Francisco, (67 Cal. XIX)	5125
Joyce v. Chicago, (216 Ill. 466)	1225, 1240, 1251	J. W. Perry Co. v. Norfolk, (220 U. S. 472)	5016, 5017
Joyce v. East St. Louis, (77 Ill. 156)	2199	K.	
Joyce v. East St. Louis Electric St. Ry. Co., (43 Ill. App. 157)	3435	Kacke, Appeal of, (31 Pittsburg Leg. J. 315)	2792
Joyce v. Falls City Artificial Co., (23 Ky. L. Rep. 1201)	4125, 4131	Kadderly v. Portland, (44 Ore. 118)	4337, 4587, 5196
Joyce v. Parkhurst, (150 Mass. 243)	5057	Kagy v. Independent School Dist., (117 Ia. 694)	2624, 4151
Joyce v. Woods, (78 Ky. 386)	1930, 1932	Kahn v. Cincinnati, (30 Ohio Cir. Ct. Rep. 809)	3922
Joyce Surveying Co. v. St. Louis, (68 Mo. App. 182)	5007	Kahn v. Macon, (95 Ga. 419)	1860, 2390
Joyes v. Louisville, (26 Ky. L. Rep. 713)	5035	Kahn v. San Francisco, (79 Cal. 388)	3998, 3995, 3999, 4307
Joyes v. Shadburn, (11 Ky. L. Rep. 892)	3959, 4063, 4150	Kahn v. Sutro, (114 Cal. 316)	274, 275, 308, 407, 409, 413, 596
Judas v. New York, (105 N. Y. S. 96)	5547	Kall v. St. Landry Parish, (194 Fed. 73)	5299
Judd v. Fargo, (107 Mass. 264)	2886, 2887	Kalme v. Harty, (4 Mo. App. 357)	1766, 1774, 1792, 4095
Judd v. Fox Lake, (28 Wis. 583)	5351	Kalme v. Harty, (73 Mo. 316)	3282
Judd v. Hartford, (72 Conn. 350)	3064, 5414, 5542, 5545	Kalme v. Omro, (49 Wis. 371)	5138
Judd v. State, (25 Civ. App. 418)	343, 630	Kair, <i>In re</i> , (28 Nev. 127)	2178
Judd v. W. St. L. & P. Ry. Co., (23 Mo. App. 56)	1811, 1820	Kaiser v. Hahn Bros., (126 Ia. 561)	5745
Judevine v. Hardwick, (49 Vt. 180)	1087, 2741	Kaiser v. St. Louis, (185 Mo. 366)	5676
Judson v. Bessemer, (87 Ala. 240)	4844	Kaiser v. Weise, (85 Pa. 366)	4461
Judson v. Los Angeles Suburban Gas Co., (157 Cal. 168)	1914	Kaje v. Chicago, etc. R. Co., (57 Minn. 422)	2954
Judson v. Plattsburg, (Fed. Cas. No. 7570)	363, 765, 4908	Kakeldy v. Columbia, etc. R. Co., (37 Wash. 675)	2991
Judson v. Reardon, (16 Minn. 431)	1621, 2322	Kalamazoo v. Crawford, (154 Mich. 58)	2804
Judson v. Winsted, (80 Conn. 384)	5068, 5398, 5516, 5522	Kalamazoo v. Francoise, (115 Mich. 554)	4403, 4460
Judy v. Lashley, (50 W. Va. 628)	5221	Kalamazoo v. Kalamazoo Heat, L. & P. Co., (124 Mich. 74)	522, 3444
Juhz v. Stevens Point, (74 Wis. 547)	5127	Kalbrier v. Leonard, (34 Ind. 497)	4394
Julia Building Association v. Bell Tel. Co., (88 Mo. 258)	520, 522, 2832, 3638, 4233	Kalteyer v. Sullivan, (18 Tex. Civ. App. 488)	2792, 2794, 2940
Julia Building Assn. v. Bell Tel. Co., (13 Mo. App. 477)	522, 3331	Kamerick v. Castleman, (21 Mo. App. 587)	1511, 1793
Julienne v. Jackson, (69 Miss. 34)	2058	Kamet, <i>Ex parte</i> , (36 Ore. 251)	2116
Junction City v. Blades, (59 Kan. 774)	5755	Kammann v. Chicago, (222 Ill. 63)	1206, 1228
Junction City v. Webb, (44 Kan. 71)	1794	Kamp v. People, (141 Ill. 9)	327, 339, 350
Jung v. New York, (116 N. Y. S. 368)	5570	Kane v. Baltimore, (15 Md. 240)	3180
Jung v. Stevens Point, (74 Wis. 547)	5582	Kane v. Charleston, (161 Ill. 179)	4827
Junkins v. Union School Dist., (39 Me. 220)	1302	Kane v. Fond du Lac, (40 Wis. 495)	5152, 5155
Junqua, <i>In re</i> , (10 Cal. App. 602)	1893, 1899, 1909, 1968	Kane v. Independent School Dist., (82 Ia. 5)	4720
Jurey v. Seattle, (50 Wash. 272)	4758	Kane v. McClellan, (110 N. Y. App. Div. 44)	1112, 1137
Jussen v. Com'rs, (95 Ind. 567)	1322	Kane v. Metropolitan El. Ry. Co., (15 Daly, N. Y. 294)	2820
Justice v. Logan, (71 N. J. L. 107)	5293	Kane v. New York El. R. Co., (125 N. Y. 164)	2820, 2853, 3637
Justice v. Logansport, (6 Ind. App. 135)	2593	Kane v. People, (4 Neb. 509)	1030
Justice v. Philadelphia, (37 Pa. Super. Ct. 267)	4601	Kankakee v. Illinois Eastern Hospital, (66 Ill. App. 112)	3064
Justices of Cumberland v. Armstrong, (3 Dev. N. C. 284)	346	Kankakee v. Kankakee, etc. R. Co., (115 Ill. 88)	778, 1264, 2590, 4982
Justices of Williamson v. Jefferson, (1 Coldw. Tenn. 419)	5285	Kankakee v. Linden, (38 Ill. App. 657)	5675
Jutte & Foley Co. v. Altoona, (94 Fed. 61)	2617, 4623	Kankakee v. McGrew, (178 Ill. 74)	4619
		Kankakee v. Manteno, (68 Ill. App. 365)	5094

(References are to Pages.)

Kankakee v. Potter, (119 Ill. 324)	4074, 4076	
Kankakee Stone, etc. Co. v. Kankakee, (128 Ill. 173)	4387	
Kankakee Water-works Co. v. Irwin, (56 Ill. App. 510)	3596	
Kankakee Woolen Mill Co. v. Kampe, (38 Mo. App. 229)	1103	
Kannenberg v. Alpena, (96 Mich. 53)	5683	
Kanouse v. Lexington, (12 Ill. App. 318)	1555, 2434	
Kansas v. Cook, (38 Mo. App. 660) 1577, 1588, 1589, 1602, 2149,	2217	
Kansas v. Johnson, (78 Mo. 661) 1816, 1817, 2253,	2254	
Kansas v. Juntgen, (84 Ill. 360)	5189, 5192	
Kansas v. Ratekin, (30 Mo. App. 416)	3024, 3026	
Kansas City v. American Surety Co., (71 Mo. App. 315)	1325	
Kansas City v. Askew, (105 Mo. App. 84)	3954, 4038, 4067	
Kansas City v. Bacon, (157 Mo. 450)	4530	
Kansas City v. Bacon, (147 Mo. 259)	469, 557, 563, 564, 727, 852, 1780, 1802, 2541, 3118 3085, 4058, 4331, 4338,	4376
Kansas City v. Baird, (98 Mo. 215)	4055, 4379, 4384, 4401	
Kansas City v. Baird, (163 Mo. 196)	1937	
Kansas City v. Banks, (9 Kan. App. 885)	3220	
Kansas City v. Birmingham, (45 Kan. 212)	5711	
Kansas City v. Block, (175 Mo. 433)	355, 4067	
Kansas City v. Brady, (52 Kan. 297)	5471	
Kansas City v. Breyfogle, (8 Kan. App. 276)	3992	
Kansas City v. Butt, (88 Mo. App. 237)	764, 2254	
Kansas v. Clark, (68 Mo. 588) 1723, 1791, 1876, 2114, 2306, 2428,	2430	
Kansas v. Collins, (34 Kan. 434)	2254	
Kansas City v. Cook, (69 Mo. 127)	667, 847, 5015	
Kansas City v. Corrigan, (86 Mo. 67)	1641	
Kansas City v. Corrigan, (18 Mo. App. 206)	2203, 2264, 3555	
Kansas City v. Cullinan, (65 Kan. 68)	4018	
Kansas City v. Davidson, (154 Mo. App. 269)	4207	
Kansas City v. Duncan, (135 Mo. 571)	3187, 3983, 4257, 4317	
Kansas v. Flanagan, (69 Mo. 22) 820, 2317, 2319, 2350, 2380,	2608	
Kansas v. Flanders, (71 Mo. 281)	2276	
Kansas City v. Garnier, (57 Kan. 412)	2171	
Kansas City v. Gilbert, (65 Kan. 469)	5687	
Kansas City v. Grubel, (57 Kan. 436)	1865	
Kansas City v. Grush, (151 Mo. 128)	2196, 2254	
Kansas City v. Hallett, (59 Mo. App. 160)	1421, 1565, 1866, 2117	
Kansas v. Hannibal, etc. R. Co., (81 Mo. 285)	5029	
Kansas City v. Hanson, (60 Kan. 833)	4119	
Kansas City v. Hanson, (8 Kan. App. 290)	4085, 4361, 4544	
Kansas City v. Hyde, (196 Mo. 498)	1530, 1705, 3108, 3122	
Kansas City v. Kansas City Belt R. Co., (187 Mo. 146)	3572	
Kansas City v. Kansas City & Ft. Scott Railroad, (189 Mo. 245)	3147	
Kansas City v. Kimball, (60 Kan. 224)	3994	
Kansas v. King, (65 Kan. 64) ..	5540	
Kansas City v. Lemen, (57 Fed. 905)	5065, 5401, 5440	
Kansas City v. Lorber, (64 Mo. App. 604) 727, 764, 2196, 2253,	2254	
Kansas v. McAleer, (81 Mo. App. 433) 1588, 1917, 1919, 1923, 1942,	2168	
Kansas City v. McDonald, (73 Mo. App. 439)	4211	
Kansas City v. McDonald, (60 Kan. 481)	1574, 1581, 2032, 5457, 5645, 5703,	5742
Kansas City v. McDonald, (80 Mo. App. 444)	956, 4209	
Kansas City v. Manning, (50 Kan. 373)	5755	
Kansas City v. Marsh Oil Co., (140 Mo. 458)	306, 398, 456, 723, 724, 1415, 1777, 1799, 2536, 3055 3085, 3182, 3902,	4012
Kansas City v. Mastin, (169 Mo. 80)	3118, 4058, 4099	
Kansas City v. Muhlback, (68 Mo. 638)	2273, 2306, 2428	
Kansas City v. Napiecek, (76 Kan. 693)	4439	
Kansas City v. Neal, (122 Mo. 232)	306, 2427	
Kansas City v. Neal, (49 Mo. App. 72) 1866, 1874, 1919, 2164, 2293,	2306	
Kansas City v. O'Connell, (99 Mo. 357)	4209	
Kansas v. O'Connor, (36 Mo. App. 594)	2317	
Kansas City v. O'Connor, (82 Mo. App. 655) 4123, 4132, 4175, 4211,	4367	
Kansas City v. Oppenheimer, (100 Mo. App. 527)	2264	
Kansas City v. Orr, (62 Kan. 61)	5608, 5644, 5650	
Kansas City v. Overton, (68 Kan. 560)	1483, 1520	
Kansas City v. Rice, (89 Mo. 685)	4552, 4553	
Kansas City v. Richards, (34 Mo. App. 521)	4370	
Kansas City v. Richardson, (90 Mo. App. 450) 1606, 2221, 2248,	2249	
Kansas City v. Ridenour, (84 Mo. 253)	4327	
Kansas City v. St. Louis, etc. R. Co., (230 Mo. 369)	4392	
Kansas City v. Scarritt, (127 Mo. 642) 306, 383, 397, 456, 496,	772	
Kansas City v. Scarritt, (127 Mo. 642)	1777, 1800, 3335, 3346, 3903	
Kansas City v. Schroeder, (196 Mo. 281)	4314	
Kansas City v. Silver, (74 Kan. 851)	4088	
Kansas City v. Slangstrom, (53 Kan. 431)	5556, 5557	
Kansas City v. Smart, (128 Mo. 272)	1799, 1781	
Kansas City v. Smith, (93 Mo. App. 217)	2251	
Kansas City v. Stegmiller, (151 Mo. 189) 309, 315, 398, 456, 605, 612, 615, 620, 626, 732, 767, 771,	1802	
Kansas City v. Summerwell, (58 Mo. App. 246)	1791, 1795	

TABLE OF CASES.

5951

(References are to Pages.)

Kansas City v. Sutton, (52 Mo. App. 398) 1603, 1605, 2164
 Kansas City v. Swope, (79 Mo. 446) 781, 8060
 Kansas City v. Trieb, (76 Mo. App. 478) 1573
 Kansas City v. Vindquest, (36 Mo. App. 584) 2254
 Kansas City v. Vineyard, (128 Mo. 75) 355, 3185, 1813
 Kansas City v. Ward, (134 Mo. 172) 398, 1799, 2541, 3100, 3118, 3187, 4383, 4724
 Kansas City v. Whipple, (136 Mo. 475) 4930
 Kansas City v. White, (69 Mo. 26) 1767, 1791, 2114
 Kansas City v. Whitman, (70 Mo. App. 630) 2336, 2351
 Kansas City v. Wyandotte Gas Co., (9 Kan. App. 325) .. 2626, 4690
 Kansas City v. Youmans, (213 Mo. 151) 4213
 Kansas City v. Young, (85 Mo. App. 381) 2173, 2393, 2394
 Kansas City v. Zahner, (138 Mo. 453) 2427
 Kansas v. Zahner, (73 Mo. App. 396) 1866, 2117, 2327
 Kansas City Board of Education v. Kansas City, (62 Kan. 374) 3329, 3333
 Kansas City Cable R. Co. v. Kansas City, (29 Mo. App. 89) 5197
 Kansas City Exposition Driving Park v. Kansas City, (174 Mo. 425) 4417, 4418
 Kansas City Grading Co. v. Holden, (32 Mo. App. 490) 4339
 Kansas City Hydraulic Press Brick Co. v. National Surety Co., (167 Fed. 496) 4211
 Kansas City Hydraulic Press Brick Co. v. National Surety Co., (157 Fed. 620) 2655
 Kansas City Loan & Guar. Co. v. Kansas City, (200 Mo. 159) 5144, 5166
 Kansas City Milling Co. v. Riley, (133 Mo. 574) 3202, 3219
 Kansas City, etc. R. Co. v. Burge, (40 Kan. 736) 361
 Kansas, etc. R. Co. v. Cuykendall, (42 Kan. 234) 3609
 Kansas City, etc. R. Co. v. Morley, (45 Mo. App. 304) 3529
 Kansas City, etc. R. Co. v. Rich Tp., (45 Kan. 275) 4667
 Kansas City, etc. Ry. Co. v. Story, (96 Mo. 611) 3166
 Kansas City, etc. R. Co. v. Water Works Improvement Dist., (68 Ark. 376) 4379, 4402
 Kansas City Sewer Pipe Co. v. Thompson, (120 Mo. 218) 4210
 Kansas City Southern R. Co. v. Boles, (88 Ark. 533) .. 2794, 2973
 Kansas City Transfer Co. v. Huling, (22 Mo. App. 654) 2643, 2647
 Kansas Pac. Ry. Co. v. Mower, (16 Kan. 573) 2099
 Kansas Pacific R. Co. v. Russell, (8 Kan. 558) 5362
 Kansas Town & Land Co. v. Allen, (6 Kan. App. 247) 365
 Kansas Town Co. v. Argentine, (5 Kan. App. 50) 4021
 Kansas Town Co. v. Argentine, (59 Kan. 779) 4060, 4079
 Kapp v. Washtenaw County Auditors, (187 Mich. 431) 1646

Karasek v. Peier, (22 Wash. 419) 1899
 Karfiol v. New York, (103 N. Y. S. 1036) 5535
 Karges Furniture Co. v. Amalgamated Woodworkers' Local Union, (165 Ind. 421) 2048
 Karle v. K. C. St. Joseph & C. B. Ry. Co., (55 Mo. 476) 1850
 Karpenski v. South River, (83 Atl. 639) 5517
 Karrer v. Detroit, (142 Mich. 331) 5714, 5746
 Karst v. St. Paul, etc. R. Co., (22 Minn. 118) 3931, 3964, 3966
 Karwisch v. Atlanta, (44 Ga. 204) 2127
 Kas v. State, (63 Neb. 581) ... 1034
 Kassell v. Savannah, (109 Ga. 491) 1860
 Kastor v. New York, (80 N. Y. S. 952) 1127, 1129
 Kathman v. New Orleans, (11 La. Ann. 146) 1163
 Katzenberger v. Aberdeen, (16 Fed. 745) 873, 4828
 Katzenberger v. Aberdeen, (121 U. S. 172) 1540, 4828, 4867, 4871, 4894
 Katzenberger v. Lawo, (90 Tenn. 235) 1422, 2096
 Kaufman v. Stein, (138 Ind. 49) 1726, 2061, 2065, 2066, 5199
 Kaufman & Co. v. Stone, (25 Ark. 336) 1070
 Kaufman v. Tacoma, etc. R. Co., (11 Wash. 632) 3609, 3612
 Kaukauna E. L. Co. v. Kaukauna, (114 Wis. 327) 3684
 Kavan v. South Omaha, (88 Neb. 469) 4264, 4265, 4268
 Kavanaugh v. Board of Police Pension Fund Commissioners, (134 Cal. 50) 1097, 1099
 Kavanaugh v. Brooklyn, (38 Barb. N. Y. 232) 4219
 Kavanaugh v. Mobile, etc. R. Co., (78 Ga. 271) .. 2943, 3388, 3389, 3566
 Kavanaugh v. St. Louis, (220 Mo. 496) 3476, 3504, 3512, 3770
 Kavanaugh v. Southern Ry. Co., (120 Ga. 62) 1697
 Kavanaugh v. State, (41 Ala. 399) 950
 Kavanaugh v. Wausau, (120 Wis. 611) 2603, 2744
 Kavanaugh's Will, *In re*, (143 Wis. 90) 2499
 Kaveny v. Troy, (108 N. Y. 571) 5695
 Kaw Valley Drainage Dist. v. Metropolitan Water Co., (186 Fed. 315) 3079
 Kawlecka v. Superior, (136 Wis. 613) 5603, 5686
 Kay v. Monroe, (87 N. Y. S. 831) 2649
 Kaye v. Hall, (13 B. Mon. Ky. 455) 4044, 4060
 Kayser v. Bremen, (16 Mo. 88) 326, 327, 362, 602, 615, 5244, 5245
 Kaysville v. Ellison, (18 Utah, 163) 600, 5009
 Kean v. Bronson, (35 N. J. L. 468) 4310, 4311
 Keane v. Cannovan, (21 Cal. 291) 4430
 Keane v. Cushing, (15 Mo. App. 96) 1448, 4059, 4098
 Kean v. Elizabeth, (54 N. J. L. 462) 2995
 Kean v. Elizabeth, (55 N. J. L. 337) 2981, 2984
 Kean v. Fort Scott, (Fed. Cas. No. 7,631) 4933, 4936
 Keane v. Klausman, (21 Mo. App. 485) 1814, 1825

(References are to Pages.)

Keane v. New York, (85 N. Y. S. 130) 2624, 4614
 Kean v. Riser, (90 Md. 507) 922, 999
 Keane v. Seattle, (55 Wash. 622) 5770, 5772
 Keane v. Waterford, (130 N. Y. 188) 5697
 Kearney v. Andrews, (10 N. J. Eq. 70) .. 918, 1037, 3962, 4066, 4299
 Kearney v. Chicago, (163 Ill. 293) 4473
 Kearney v. Covington, (1 Metc. Ky. 339) 4188, 4191
 Kearney v. Downing, (59 Neb. 549) 4613
 Kearney v. Farrell, (28 Conn. 317) 1915
 Kearney v. Jersey City, (78 N. J. L. 77) 3858
 Kearney v. Kent, (5 Neb. 227) 1823
 Kearney v. Laird, (164 Mo. App. 406) 5057, 5059
 Kearney v. Themanson, (48 Neb. 74) 5571
 Kearney v. Woodruff, (115 Fed. 90) 1510, 4818, 4880, 4903
 Kearns v. Covington, (12 Ky. L. Rep. 981) 4010
 Kearns v. Snowden, (104 Mass. 63) 1854, 1855
 Kearny v. Vandriss, (115 Fed. 866) 4841, 4906
 Keating v. Covington, (18 Ky. L. Rep. 245) 1080
 Keating v. Craig, (73 Mo. 507) .. 4496
 Keating v. Edgar, (65 Cal. xix) 4181
 Keating v. Kansas City, (84 Mo. 415) 2571, 4126, 4191, 5395
 Keating v. Macdonald, (73 Conn. 125) 2920
 Keating v. Skiles, (72 Mo. 97) 1373, 1839, 4080
 Keating v. Stack, (116 Ill. 191) 1029, 1031
 Keator v. Dalton, (62 N. Y. S. 878) 4109, 5313
 Keck v. Cincinnati, (4 Ohio Dec. 324) 2432
 Keck v. Gainesville, (98 Ga. 423) 1860
 Keckely v. Road Commissioners, (4 McCord, S. C. 463) 1520
 Kedzie v. West Chicago Park Com'rs, (114 Ill. 280) 4427
 Keefe v. Lexington, etc. St. R. Co., (185 Mass. 183) 3571
 Keefe v. People, (37 Colo. 317) 458, 1898
 Keefe Mfg. & Inv. Co. v. Board of Education, (33 Colo. 513) .. 5280
 Keefer v. State, (174 Ind. 588) 1914
 Keehn v. Wooster, (13 Ohio Cir. Ct. R. 270) 4846, 4917
 Keel v. St. Francis Levee Dist., (59 Ark. 513) 4003
 Keeler v. Frost, (22 Barb. N. Y. 400) 1303
 Keeler v. Lederer Realty Corp., (26 R. I. 524) 2008, 2890
 Keeler v. Milledge, (24 N. J. L. 142) 1816, 2314, 2318, 2329, 2335, 2431
 Keeler v. Newbern, (61 N. C. 505) 355, 360, 1048
 Keeley v. Portland, (100 Me. 260) 5529, 5536
 Keeling, *Ex parte*, (54 Tex. Cr. R. 118) 364, 566, 576, 1492, 2404, 2447
 Keeling v. Pittsburg, V. & C. Ry. Co., (205 Pa. 31) 1040, 1050
 Keen v. Featherston, (29 Tex. Civ. App. 563) 1058
 Keen v. Waycross, (101 Ga. 588) 798, 3850, 3851, 3877, 3880, 5346

Keenan v. Goodwin, (17 R. I. 648) 1216
 Keenan v. Perry, (24 Tex. 253) 1067
 Keene v. Bristol, (26 Pa. St. 46) 3156, 3925
 Keene Five-Cent Sav. Bank v. Lyon County, (90 Fed. 523) .. 4929
 Keene Five-Cent Sav. Bank v. Lyon County, (97 Fed. 159) 4919, 4929, 4938
 Keeney v. Jersey City, (47 N. J. L. 449) 845, 4133
 Keese v. Denver, (10 Colo. 112) 3916, 3989, 4461, 4515
 Keever v. Mankato, (113 Minn. 55) 5389, 5514, 5523
 Kehn v. State, (93 N. Y. 291) .. 1139
 Kehoe v. Rutherford, (74 N. J. L. 659) 5230, 5402, 5539
 Kehrer v. Richmond City, (81 Va. 745) 4229
 Kehrer v. Stewart, (117 Ga. 969) 1670, 1675
 Kehrer v. Stewart, (197 U. S. 60) 1677
 Keifer v. Bridgeport, (68 Conn. 401) 4316
 Keigher v. St. Paul, (69 Minn. 78) 4186
 Kelgwin v. Drainage Com'rs, (115 Ill. 347) 5244
 Keihl v. South Bend, (76 Fed. 921) 4730
 Keilkopf v. Denver, (19 Colo. 325) 1897
 Kelm v. Chicago, (46 Ill. App. 445) 2168
 Kelm v. Union Ry. & Transit Co., (90 Mo. 314) 2093, 2097
 Kelm v. United States, (177 U. S. 290) 1016, 1017
 Kelrns v. New York & H. R. Co., (173 N. Y. 642) 3624
 Keith v. Bingham, (100 Mo. 300) 4327, 4332, 4340, 4485, 4556, 4562, 4556
 Keith v. Brockton, (136 Mass. 119) 5695
 Keith v. Citizens' Savings & Loan Ass'n, (116 Fed. 13) 4818, 4841, 4845
 Keith v. Covington, (109 Ky. 781) 1236
 Keith v. Easton, (2 Allen, Mass. 552) 5681
 Keith v. Johnson, (109 Ky. 421) 5348, 5356
 Keith v. New Orleans, (10 La. Ann. 423) 5135
 Keith v. Philadelphia, (126 Pa. 575) 4394, 4461
 Keith v. Wilson, (145 Ind. 149) 3920, 3921, 3929, 3947, 4289
 Keith v. Worcester, etc. St. R. Co., (196 Mass. 478) 5741, 5746, 5756, 5759
 Keithsburg v. Frick, (34 Ill. 405) 1541, 4647, 4868
 Keithsburg v. Simpson, (70 Ill. App. 467) 5559
 Kelchner v. Nanticoke Borough, (209 Pa. 412) 5679
 Kellar v. Central T. & T. Co., (105 N. Y. S. 63) 2863
 Kellar v. Savage, (17 Me. 444) 1359, 1360
 Keller v. Corpus Christi, (50 Tex. 614) 1892, 5125, 5461, 5463
 Keller v. Hicks, (22 Cal. 457) .. 4772
 Keller v. Mount Vernon, (48 N. Y. S. 370) 4416
 Keller v. Scranton, (202 Pa. St. 586) 4648, 4744

TABLE OF CASES.

5953

(References are to Pages.)

Keller v. Scranton, (200 Pa. St. 130)	4683, 4701, 4702, 4707
Keller v. State, (123 Ala. 94) ..	2146
Keller v. Wilson, (90 Wyo. 350) ..	1083, 2460, 5037
Kelley v. Boston, (180 Mass. 238)	5643, 5763
Kelley v. Boston, (186 Mass. 165)	5506, 5508
Kelley v. Broadwell, (Neb. 1902, 92 N. W. 648) 1959, 2575, 4017,	4615
Kelley v. Brooklyn, (4 Hill. N. Y. 263)	2610
Kelley v. Columbus, (41 Ohio St. 263)	5664, 5667
Kelley v. Great Northern R. Co., (152 Fed. 211)	1664
Kelley v. Kansas City, (153 Mo. App. 484)	5740, 5742, 5761
Kelley v. Kennard, (60 N. H. 1) ..	1263
Kelley v. Madison, (43 Wis. 638) ..	5127
Kelley v. Milwaukee, (18 Wis. 83)	828,
836, 837, 2051, 5421, 5446,	5663
Kelley v. New York, (6 Misc. N. Y. 516)	1911, 1962
Kelley v. Portland, (100 Me. 260) ..	5414
Kelley v. Rhodes, (7 Wyo. 237) ..	1693, 5203
Kelley v. Rhodes, (188 U. S. 1) ..	1692
Kelley v. Union Ry. & Transit Co., (18 Mo. App. 151)	1441
Kelley & Moyers v. Bowman, (68 W. Va. 49)	2271
Kelley v. Missouri Pacific R. Co., (101 Mo. 67)	1821, 2093, 2097
Kellogg v. Carrico, (47 Mo. 157)	1520
Kellogg v. Cincinnati Traction Co., (80 Ohio St. 331) 2879, 2880,	2894
Kellogg v. Elizabeth, (40 N. J. L. 274)	4385
Kellogg v. Janesville, (34 Minn. 132)	5539, 5731
Kellogg v. Kirksville, (132 Mo. App. 519)	5564
Kellogg v. School Dist. (13 Okl. 235)	5354
Kellow v. Scranton, (195 Pa. 134)	5687
Kelly v. Baltimore, (65 Md. 171) ..	3959, 3964
Kelly v. Cedar Falls, (123 Ia. 660)	3959
Kelly v. Chicago, (62 Ill. 279) ..	2631, 2704, 2705
Kelly v. Chicago, (148 Ill. 90) ..	4405
Kelly v. Chicago, (193 Ill. 324) ..	4070
Kelly v. Cole, (63 Kan. 385) ..	4826
Kelly v. Conner, (122 Tenn. 339)	2306
Kelly v. Cook, (21 R. I. 29) 5064,	5067, 5454
Kelly v. Hudson Cos., (120 N. Y. S. 768)	5646
Kelly v. Luning, (76 Cal. 309) ..	4091, 4345
Kelly v. Meeks, (87 Mo. 396) 310,	316, 497, 592, 615, 618, 655, 718,
774, 1609	
Kelly v. Mendelsohn, (105 La. 490)	4535, 4555
Kelly v. Milan, (127 U. S. 139) ..	873, 4828, 4894
Kelly v. Minneapolis, (57 Minn. 294)	542, 4095, 4467
Kelly v. Minneapolis, (63 Minn. 125)	4724, 4745, 4924
Kelly v. New York, (94 N. Y. S. 372)	4176, 5436
Kelly v. New York, (180 N. Y. 507)	4132
Kelly v. New York, (11 N. Y. 432) ..	5486, 5487, 5494
Kelly v. Penfield, (122 N. Y. S. 811)	3236
Kelly v. Philadelphia, (6 Pa. Co. Ct. R. 243)	4529
Kelly v. Pittsburg, (85 Pa. St. 10)	5009
Kelly v. Pittsburgh, (104 U. S. 78)	286, 600, 620
Kelly v. Pittsburgh, etc. R. Co. (28 Ind. App. 457)	5525
Kelly v. St. Paul, etc. Ry. Co. (29 Minn. 1)	1820
Kelly v. State, (92 Ind. 236) ..	431
Kelly v. Tate, (43 Ga. 535) ..	599
Kelly v. Taylor, (43 La. Ann. 1157)	868
Kelly v. Trustees, etc., R. R., (58 Ala. 489)	253
Kelly v. Van Wyck, (85 Misc. Rep. N. Y. 210) 410, 918, 1024,	1065
Kelly v. Waterbury, (83 Conn. 270)	3147
Kellogg v. Winnebago, (42 Wis. 97)	2246
Kelsey v. Board of Fire & Water Com'rs. of Marquette, (113 Mich. 215)	3653
Kelsey v. King, (32 Barb. N. Y. 410)	2836
3029, 3039, 3040, 3939, 3958,	3973
Kelsey v. King, (33 How. Pr. N. Y. 39)	3330
Kelsey v. Nevada, (18 Cal. 629) ..	4945, 4985
Kelsey v. New York, (107 N. Y. S. 1089)	5515
Kelso v. Boston, (120 Mass. 297) ..	4032
Kelso v. Cole, (121 Cal. 121) ..	4156
Kelsoe v. Oglethorpe, (120 Ga. 951)	3306, 3307, 3340, 3341
Kelso v. Teale, (106 Cal. 477) ..	986, 5132
Kemble v. Millville, (69 N. J. L. 637)	3455
Kemp v. Des Moines, (125 Ia. 640)	2864, 2866, 4281, 4289
Kemp v. Hazlehurst, (80 Miss. 443)	4656, 4665, 4841
Kemp v. Mitchell, (29 Ind. 163) ..	4452
Kemp v. Monett, (95 Mo. App. 452)	1122, 1135, 1416, 1417, 1421
Kemper v. Burlington, (81 Ia. 354)	1999
Kemper v. Campbell, (45 Kan. 529)	4304
Kemper v. Collins, (97 Mo. 644) ..	3209, 3214, 3272, 3307
Kemper v. King, (11 Mo. App. 116)	4447
Kemper v. Louisville, (14 Bush. Ky. 87)	2301
Kemper v. St. Bernard, (14 Ohio Cir. Ct. Rep. 134)	4000
Kempinger v. St. Louis & Iron Mountain Ry. Co., (3 Mo. App. 581)	2090
Kempster v. Milwaukee, (97 Wis. 343)	991, 1049, 1125, 1126
Kempster v. Milwaukee, (103 Wis. 421)	5478
Kenaston v. Riker, (146 Mich. 163)	1306
Kendall, <i>in re</i> , (85 N. Y. 802) ..	4111
Kendall v. Albia, (73 Ia. 241) ..	5425
Kendall v. Canton, (53 Miss. 526)	421, 424
Kendall v. Columbia, (74 S. C. 539)	4297
Kendall v. Porter, (120 Cal. 106) ..	4801

(References are to Pages.)

Kendall v. Raybould, (13 Utah 226)	1125, 1126, 4637
Kendall v. United States, (12 Pet. U. S. 524)	5276
Kendall Mfg. Co. v. Jersey City, (65 N. J. L. 123)	5211
Kendig v. Knight, (60 Ia. 29) 1449, 4059, 4414, 4451, 4482, 4489, 4523	4523
Kendrick v. Nelson, (13 Idaho 244)	1042
Kenefick v. St. Louis, (127 Mo. 1)	496, 772
Kenfield v. Irwin, (52 Cal. 164)	340
Kenmore, <i>In re</i> , (110 N. Y. S. 1008)	805, 1105, 1141, 4599, 5325
Kenmore, <i>In re</i> , (59 N. Y. Misc. 388)	762, 781, 787, 794
Kennard v. Burton, (25 Me. 39)	2032
Kennard v. Cass County, (Fed. Cas. No. 7, 697)	4927
Kenneally v. Chicago, (220 Ill. 485)	1047
Kennebec Water District v. Waterville, (96 Me. 234) 3123, 3124, 3127, 3839, 3804, 4698	4698
Kennebec Water Dist. v. Waterville, (97 Me. 185) 3166, 3420, 3733, 3735, 3737, 3739, 3741, 3743, 3747, 3748, 3753, 3754, 3762, 3764, 3765	3765
Kennebunk Toll Bridge, <i>In re</i> , (11 Me. 263)	5237
Kennedy v. Belmar, (61 N. J. L. 20)	492
Kennedy v. Birch, (Tex. 74 S. W. 593)	4619
Kennedy v. Board of Education, (82 Cal. 483)	5085
Kennedy v. Board of Health, (2 Pa. St. 366)	1919
Kennedy v. Cumberland, (65 Md. 514)	3283, 3290, 3293, 3305
Kennedy v. Des Moines, (84 Ia. 187)	5580
Kennedy v. Greenville, (78 S. C. 124)	5748
Kennedy v. Lansing, (99 Mich. 518)	5680
Kennedy v. Meara, (127 Ga. 68) 5109, 5110, 5113	5113
Kennedy v. Miller, (97 Cal. 429) 719, 5075, 5078, 5079	5079
Kennedy v. Newman, (3 N. Y. Super. Ct. 1 Sandf. 187)	1841
Kennedy v. New York, (91 N. Y. S. 252)	2757
Kennedy v. New York, (79 N. Y. 361)	918, 1086
Kennedy v. New York, (73 N. Y. 365)	5511, 5765, 5774, 5775
Kennedy v. People, (9 Colo. App. 490)	2145
Kennedy v. Phelps, (10 La. Ann. 227)	1911, 1925, 1930, 1942
Kennedy v. Board of Health, (2 Pa. St. 366)	1912
Kennedy v. Philadelphia, (220 Pa. 273)	5745
Kennedy v. Pittsburg, (230 Pa. 244)	5744
Kennedy v. Queens, (47 N. Y. App. Div. 250)	269
Kennedy v. Sacramento, (19 Fed. 580)	4922, 4927
Kennedy v. Savannah, (9 Ga. App. 760)	5390, 5645
Kennedy v. Sowden, (1 McMullen S. C. 323)	585, 1431, 1553, 1919, 1921, 2053, 2410
Kennedy v. Troy, (14 Hun. N. Y. 308)	4512
Kennedy's Executors v. Jones, (11 Ala. 63)	2799, 2837, 3207
Kennelly v. Jersey City, (57 N. J. L. 293)	2947, 3423, 3617
Kennett Electric Light Co. v. Kennett Square, (8 Kulp. Pa. 105)	2720
Kennett Square v. Entriiken, (7 Pa. Co. Ct. 469)	4424
Kenney v. Consumers' Gas Co. (142 Mass. 417)	2941
Kenney v. Goergen, (36 Minn. 190)	1003
Kennison v. Beverly, (146 Mass. 467)	4271
Kenny v. Kane, (59 N. Y. S. 555) 1226, 1227	1227
Kenosha v. Kenosha Home Tel. Co., (Wis. 135 N. W. 848) 3382, 3448, 3518, 3521, 3532, 3665, 3685	3685
Kensington v. Glenat, (1 Phila. Pa. 251)	2340
Kensington v. Philadelphia, (13 Pa. St. 76)	5161, 5465
Kensington v. Wood, (10 Pa. St. 93)	3950, 4036
Kensington Electric Co. v. Philadelphia, (187 Pa. St. 446)	4761
Kent v. Binghampton, (88 N. Y. S. 34)	3509
Kent v. Cheyenne, (2 Wyo. 6)	5681
Kent v. Dana, (100 Fed. 56) 4845, 4846, 4882, 4918, 4927	4927
Kent v. Dithridge & Smith Cut Glass Co., (10 Ohio Cir Ct. Rep. 629)	2525, 4623
Kent v. Enosburg Falls, (71 Vt. 255)	3997, 4030
Kent v. Perkins, (36 Ohio St. 639, 629)	629
Kent v. St. Joseph, (72 Mo. App. 42)	4262, 4271
Kent v. United States, (113 Fed. 232)	4973
Kenton Ins. Co. v. Covington, (86 Ky. 213)	5035
Kenton Water Co. v. Glenn, (141 Ky. 529)	3593
Kentucky Central Ry. Co. v. Paris, (95 Ky. 627)	2809, 2811
Kentucky v. Dennison, (24 How. U. S. 66)	5263
Kentucky Bank v. Wister, (2 Peters J. S. 318)	574
Kentucky Electric Co. v. Buechel, (146 Ky. 660)	5013
Kentucky Lands Inv. Co. v. Fitch, (144 Ky. 273)	5013
Kentucky Light & Power Co. v. James H. Williams & Co. (Ky. 124 S. W. 840)	4666, 4670
Kentucky Seminary v. Wallace, (15 B. Mon. Ky. 35)	571, 573
Kentucky Wagon Mfg. Co. v. Louisville, (20 Ky. L. Rep. 408)	659
Kentz v. Mobile, (120 Ala. 623) 2189, 2249, 2253	2253
Kenyon v. Indianapolis, (Wils. 129)	5636, 5723, 5729
Kenyon v. Spokane, (17 Wash. 57)	4766, 4759, 4767
Kenyon v. Stewart, (44 Pa. St. 179)	1651
Keogh v. Wilmington, (4 Del. Ch. 491)	2694, 2701, 3706
Keokuk v. Cosgrave, (116 Ia. 189)	3311, 3277, 3296
Keokuk v. Dressell, (47 Ia. 597) 1556, 1557, 1747, 1748, 2199, 2274, 2413	2413
Keokuk v. Fort Wayne Electric Co., (90 Ia. 67)	3430
Keokuk v. Independent District, (53 Ia. 352)	1467

TABLE OF CASES.

5955

(References are to Pages.)

Keokuk v. Keokuk Northern Line Packet Co., (45 Ia. 196) 890, 1438	Kettle River Quarries Co. v. East Grand Forks, (96 Minn. 290) 4166
Keokuk v. Merriam, (44 Ia. 432) 1385, 1388	Kevil v. Princeton, (Ky. 118 S. W. 363) 2971, 3076, 3498
Keokuk v. Scroggs, (39 Ia. 447) 792, 2061, 2063	Kewanee v. Otley, (204 Ill. 402) 5564, 5565, 5567
Keokuk Gaslight & Coke Co. v. Keokuk, (80 Ia. 137) 3506, 3488, 3489, 3679	Key City Gas L. Co. v. Munsell, (19 Ia. 305) 5364
Keokuk Northern Line Packet Co. v. Davidson, (95 Mo. 467) 1103	Key West v. Baer, (66 Fed. 440) 4185
Keokuk Northern Packet Co. v. Quincy, (81 Ill. 422) 1741	Keyes v. Cedar Falls, (107 Ia. 509) 2903, 5723, 5753
Keough v. Holyoke, (156 Mass. 403) 1022, 1312, 1351	Keyes v. Marcellus, (50 Mich. 439) 5619, 5620
Keough v. St. Paul, (66 Minn. 114) 3960	Keyes v. Westford, (17 Pick. Mass. 273) 1352
Kepner v. Com., (40 Pa. St. 124) 1391, 1394, 1401, 1404, 1405, 1500, 1501, 1504, 1511	Keymer, <i>In re</i> , (148 N. Y. 219) 1017
Kepple v. Keokuk, (61 Ia. 653) 4228, 4236, 4242	Keyport v. Cherry, (51 N. J. L. 417) 3898
Kerfoot v. Chicago, (195 Ill. 229) 4049, 4051, 4416	Keyport v. Freehold, etc., R. Co., (74 N. J. L. 480) 3246, 3274
Kerlin Bros. Co. v. Toledo, (20 Ohio Cir. Ct. R. 603) 1340, 2675, 2730	Keyser v. District No. 8, (35 N. H. 477) 1302
Kerney v. Barber Asphalt Pav. Co., (86 Mo. App. 573) 2791, 2792	Keystone State Tel. & Tel. Co. v. Ridley Park Borough, (28 Pa. Super. Ct. 635) 3457, 3465, 3568
Kernitz v. Long Island City, (50 Hun. N. Y. 428) 1522, 2599	Kibele v. Philadelphia, (105 Pa. St. 41) 5519
Kerr, <i>In re</i> , (42 Barb. N. Y. 119) 3407	Kiburg, <i>Ex parte</i> , (10 Mo. App. 442) 1555, 1866, 1873, 2116, 2287, 2359, 2367, 2422
Kerr v. Bellefontaine, (59 Ohio St. 446) 2772, 4630	Kick v. Merry, (23 Mo. 72) 865
Kerr v. Bellefontaine, (13 Ohio Cir. Ct. R. 24) 4622	Kidd v. Pearson, (128 U. S. 1) 1695, 1885
Kerr v. Brookline, (208 Mass. 190) 5451, 5460, 5665	Kidder v. Chellis, (59 N. H. 473) 5086
Kerr v. Corsicana, (Tex. 35 S. W. 694) 4018, 4031, 4447, 4515, 5527	Kidder v. Peoria, (29 Ill. 77) 3981
Kerr v. Forgue, (54 Ill. 482) 5757	Kidsor v. Bangor, (99 Me. 139) 3992, 4312, 5434
Kerr v. Regester, (42 Ind. App. 375) 5031	Kiefer v. Bridgeport, (68 Conn. 401) 4306
Kerr v. Hitt, (75 Ill. 51) 1520	Kiefer v. Dickson, (41 Ind. App. 543) 867
Kerr v. Jones, (19 Ind. 351) 1000	Kieffer v. Hummelstown, (151 Pa. 304) 5776
Kerr v. New Orleans, (126 Fed. 920) 2553	Kieffer v. Imhoff, (26 Pa. St. 438) 3602
Kerr & Bro. v. Philadelphia, (8 Phila. Pa. 292) 2693	Kiehl v. Jamison, (79 Kan. 788) 2981
Kerr v. Seaver, (11 Allen Mass. 151) 2271	Kiel v. Chicago, (176 Ill. 137) 2190
Kerr v. Trego, (47 Pa. St. 292) 1280	Kiel v. St. Paul, (47 Minn. 288) 4267
Kerrigan, <i>In re</i> , (33 N. J. L. 344) 2292	Kiernan v. Newton, (20 Abb. N. C. N. Y. 398) 1996
Kersey v. Terre Haute, (161 Ind. 471) 1403	Kiernan, <i>In re</i> , (62 N. Y. 457) 4307
Kershaw v. Taylor, ([1897.] 2 Q. B. 471) 3020	Kiernan v. Jersey City, (80 N. J. L. 273) 3224
Kersten v. Milwaukee, (106 Wis. 200) 4030, 4456, 4461, 4523	Kiernan v. Portland, (61 Ore. 398) 1783, 4860
Kerz v. Galena Water Co., (139 Ill. App. 598) 1739, 3535	Kies v. Erie, (135 Pa. 144) 5069, 5457, 5507
Kesler v. Smith, (66 N. C. 154) 1792	Kiesel v. Ogden City, (8 Utah, 237) 5526
Kessel v. Zelser, (102 N. Y. 114) 1126	Kilbourn City v. Southern Wisconsin Power Co., (Wis. 135 N. W. 499) 3143, 3594
Kessler v. Berger, (205 Pa. 289) 5643	Kilburn v. Conlan, (56 N. J. L. 349) 1060
Keszler v. Cincinnati, (2 Ohio C. D. 127) 4183	Kiley v. Bond, (114 Mich. 447) 3034, 3039
Ketcham v. Wagner, (90 Mich. 271) 997	Kiley v. Cranor, (51 Mo. 541) 1381, 4459, 4487
Ketchikan v. Citizens Co., (2 Alaska, 120) 780	Kiley v. Forsee, (57 Mo. 390) 1036, 1069, 1479, 1527
Ketchum v. Buffalo, (14 N. Y. 356) 580, 2131, 2132, 2574, 4579, 5343	Kiley v. Kansas City, (87 Mo. 108) 1412, 1470, 1635, 1926, 5400, 5402, 5412, 5447, 5590, 5642, 5671
Ketchum v. Buffalo, (21 Barb. N. Y. 294) 2133, 2457, 4589, 4814	Kiley v. Oppenheimer, (55 Mo. 374) 781, 1381, 4486, 4487
Ketchum v. New York City R. Co. (103 N. Y. S. 486) 3653	Kiley v. St. Joseph, (67 Mo. 491) 4190
Kettering v. Jacksonville, (50 Ill. 39) 362, 1744, 1749, 1838, 2272, 2386	Kilgallen v. Chicago, (206 Ill. 557) 4019
Ketterman v. Ida Grove, (Ia. 120 N. W. 641) 2699, 2754, 4154	Kilgore v. Magee, (85 Pa. St. 401) 315, 473
Kettle v. Dallas, (35 Tex. Civ App. 632) 449, 4383, 4423, 4456	Kilgus v. Good Shepard Orphanage, (94 Ky. 439) 4419

(References are to Pages.)

Killian v. Andrews, (130 Ind. 579)	4495, 4497	King v. Derby, (Skinner, 370)...	327
Kilpatrick v. Baltimore, (81 Md. 179)	2485	King v. Dixon, (10 Mod. 325) ..	2396
Kilvington v. Superior, (83 Wis. 222)	2576, 2647, 2648	King v. Dugan, (150 Cal. 258) ..	3230
Kimball v. Bath, (38 Me. 219) ..	5703	King v. Fort Ann, (180 N. Y. 496)	5620
Kimball v. Boston, (1 Allen Mass. 417)	974	King v. Green, (7 Cal. App. 473) ..	2969
Kimball v. Brawner, (47 Mo. 398) ..	819, 4097	King v. Greet, (8 Barn. & Cress. 363)	1296
Kimball v. Chicago, (253 Ill. 105) ..	3197, 3257, 3279, 3306, 3312	King v. Harbor Board, (57 Ala. 135)	5182
Kimball v. Connor, (3 Kan. 414) ..	2362	King v. Hunter, (65 N. C. 603) ..	564, 1073
Kimball v. Grantsville, (19 Utah 368)	600, 5009	King v. Ingram, (1 W. Bl. 50) ..	1388
Kimball v. Hewitt, (2 N. Y. S. 697)	2679	King v. Inhabitants of Essex, 4 T. R. 591)	813, 1110
Kimball v. Homan, (74 Mich. 699)	3002	King v. Jacksonville, (3 Ill. 305) ..	2272, 2303, 2304, 2312
Kimball v. Kenosha, (4 Wis. 321) ..	3178, 3942	King v. Kansas City, (58 Kan. 334)	5529, 5533, 5534, 5542, 5577
Kimball v. Lackland, (41 Fed. 389)	4910	King v. Lamb, (117 Cal. 401) ..	3979, 3983
Kimball v. Lamprey, (19 N. H. 215)	1273, 1324, 1338	King v. Madison, (17 Ind. 48) ..	4993
Kimball v. Marshall, (44 N. H. 465)	1301, 1319, 1324, 1325	King v. Marvin, (51 N. J. L. 298)	4464
Kimball v. Mobile County, (Fed. Cas. No. 7774)	535	King v. Matthews, (5 Ont. L. Rep. 228)	1181
Kimball v. Northeast Harbor Water Co., (107 Me. 467) ..	3575, 3776	King v. Miller, (6 Durnf. & East 268)	1296, 1319
Kimball v. People, (20 Ill. 348) ..	2387	King v. Morris, (1 Ld. Raym. 387)	566, 1914
Kimball v. Rosendale, (42 Wis. 407)	4092	King v. New York, (36 N. Y. 182)	3184
Kimberger v. Bitzer, (23 Ky. L. Rep. 1102)	5134	King v. New York, (102 N. Y. 171)	4251
Kimberlin v. State, (130 Ind. 120) ..	1054, 1057	King v. Oshkosh, (75 Wisc. 517) ..	5634
Kimble v. Peoria, (140 Ill. 157) ..	1523, 4064, 4428	King v. Ottumwa, (Ia. 126 N. W. 943)	1015
Kimmel, <i>In re</i> , (41 Fed. 775)	1676	King v. Pasmore, (3 Term. 199) ..	596
Kimmel v. Americus, (105 Ga. 694)	2662	King v. Portland, (38 Ore. 402) ..	4454, 4458
Kimmell v. State, (104 Tenn. 184) ..	1672	King v. Portland, (2 Ore. 146) ..	4237
Kimmerle v. Cassopolis, (160 Mich. 90)	5339	King v. Reed, (43 N. J. L. 186) ..	4405
Kimmish v. Ball, (129 U. S. 217) ..	1700	King v. Round, (4 Ad. & El. 139) ..	1388
Kincaid's Appeal, (66 Pa. St. 411)	1940	King v. State, (50 Neb. 66)	5041
Kincaid v. Hardin, (53 Ia. 430) ..	5381	King v. Superior, (117 Fed. 113) ..	4803, 4906
Kincaid v. Indianapolis Natural Gas Co., (124 Ind. 577)	3651	King v. Thompson, (2 Durnf. & East, 18)	2420
Kinder v. Gillespie, (63 Ill. 88) ..	1553, 2050	King v. Vicksburg Ry. & Light Co., (38 Miss. 456)	3106, 3157
Kindermann v. West Bay City, (117 Mich. 516)	1504	King v. Williams, (2 Maule & Sel. 141)	1319
Kinealy v. Gay, (7 Mo. App. 203) ..	4015, 4093	King Hill Brick Mfg. Co. v. Hamilton, (51 Mo. App. 120) ..	845, 3910, 4147
King v. Amery, (1 Term. Rep. 572)	293, 351	Kingman, <i>In re</i> , (153 Mass. 566) ..	3043, 3901, 4043
King v. Avering Atte. Bower, (5 Barn. & Ald. 691)	2290	Kingman v. Berry, (40 Kan. 625) ..	2347
King v. Bower, (1 Barn & Cress. 492)	1319	Kingman v. Brockton, (153 Mass. 255)	804, 2477, 2522, 2524, 4599
King v. Brooklyn, (42 Barb. N. Y. 627)	3904	Kings County El. R. Co., <i>In re</i> , (105 N. Y. 97) ..	3446, 3465, 3495, 3507
King v. Buffalo, (10 N. Y. S. 564)	1022, 1160, 1163	King's County Fire Ins. Co. v. Stevens, (101 N. Y. 411) ..	2511, 2993
King v. Buller, (8 East. 389) ..	1319	King Iron Bridge & Mfg. Co. v. St. Louis, (43 Fed. 768)	2756
King v. Burdett, (12 W. Va. 688) ..	2376	Kingsbridge Road, <i>In re</i> , (4 Hun. 599)	4317, 4318
King v. Butler, (15 Johns N. Y. 281)	1177	Kingsbury v. Center School District, (12 Met. Mass. 99) ..	1277, 1302, 1326
King v. Chicago, (111 Ill. 63) ..	1506, 4639	Kingsland v. New York City, (5 Daly, N. Y. 448)	4615
King v. Chicago, etc., R. R. Co., (98 Ill. 376)	2077	Kingsley v. Bowman, (53 N. Y. S. 426)	5319
King v. Cleveland, (28 Fed. 835) ..	5678	Kingsley v. Brooklyn, (78 N. Y. 200)	4109, 4181, 4182, 4747
King v. Colon, (125 Mich. 511) ..	5750, 5758	Kingston v. Terry, (53 N. Y. S. 652)	4309
King v. Davenport, (98 Ill. 305) ..	1929, 2062, 2077	Kinke's Estate, (155 a. St. 101) ..	2506
		Kinmundy v. Mahan, (72 Ill. 462)	1554, 2217, 5192

TABLE OF CASES.

5957

(References are to Pages.)

Kinnare v. Chicago, (171 Ill. 332) 924, 5075, 5330, 5391, 5399, 5509	Kirkwood v. Autenreith, (11 Mo. App. 515) 2397, 2428
Kinnear Mfg. Co. v. Beatty, (66 Ohio St. 264) 3010	Kirkwood v. Authenreith, (21 Mo. Ann. 791) 2401
Kinney v. Koopman, (116 Ala. 310) 2084	..... 2, 2306
Kinney v. Tekamah, (20 Neb. 605) 5709	..... 1, 3418
Kinney v. Troy, (108 N. Y. 567) 5694	..... 3, 4005
Kinney v. United States, (60 Fed. 882) 1114	..... 3, 4401
Kinnle v. Waverly, (42 Ia. 437) 409, 1118	..... 3, 3579
Kinsel, <i>in re</i> , (64 Kan. 1) 2358	..... 1, 4546
Kinsella v. Auburn, (54 Hun. N. Y. 634) 4961	..... 1, 4821
Kinsella v. Auburn, (7 N. Y. S. 317) 4524	..... 4, 2915
Kinsey v. Kinston, (145 N. C. 106) 5628, 5629	Kister v. Rasser, (98 Pa. St. 1) 2790
Kinsey v. Sweeney, (63 Ia. 254) 5029	Kitchell v. Union, (123 Ind. 540) 830
Kinsey v. Union Traction Co., (189 Ind. 563) 3628, 3634	Kitson v. Ann Arbor, (26 Mich. 325) 2231, 2272
Kinsley v. Chicago, (124 Ill. 359) 2194, 2199, 2225, 2221	Kitson v. Ashe, (1 Q. B. [1899,] 425) 1743
Kinyon, <i>in re</i> , (8 Ida. 642) 1670	Kittanning v. Armstrong Water Co., (35 Pa. Super. Ct. 174) 2553
Kinzer v. Torna, (129 Ia. 441) 5081	Kittanning Borough v. Kittann- ing Consol. Nat. Gas Co., (26 Pa. Super. Ct. 355) 2552
Kinsie v. Chicago, (3 Ill. 187) 578, 580	Kittanning Borough v. Western Union Tel. Co., (26 Pa. Super. Ct. 346) 1784
Kiowa v. Dunn, (21 Colo. 185) 2222	Kittanning Electric Light, etc. Co. v. Kittanning, (11 Pa. Super. Ct. 81) 240, 2553
Kiowa v. Howard, (83 Fed. 296) 4917	Kittinger v. Buffalo, (148 N. Y. 382) 2924
Kip v. Paterson, (26 N. J. L. 398) 1816, 2198, 2225, 2226, 2225	Kittinger v. Buffalo Traction Co., (160 N. Y. 377) 1320, 1504, 1505, 1527, 1533, 2362, 5219
Kiphart v. Pittsburgh, etc. R. Co., (7 Ind. App. 132) 3975	Kittinger v. Buffalo Traction Co., (49 N. Y. S. 712) 5220
Kipley v. Luthardt, (178 Ill. 525) 404, 1225	Kittle v. Fremont, (1 Neb. 329) 3007, 4201
Kipp v. Davis-Daly Copper Co., (41 Mont. 509) 2925, 2924	Kittle v. Shervin, (11 Neb. 65) 4239, 4340
Kippes v. Louisville, (140 Ky. 428) 5436, 5444	Kittredge v. Milwaukee, (26 Wis. 46) 5597
Kirby v. Boylston Market Assn., (14 Gray, Mass. 249) 1498, 1824, 1853, 1938	Kizer v. Winchester, (141 Ind. 694) 4463
Kirby v. Citizens' R. Co., (48 Md. 165) 2529, 2963	Klaus v. Pulford, (36 Wis. 587) 1513
Kirby v. Citizens' Tel. Co., (17 S. D. 262) 2394, 2628	Klamath Falls v. Sachs, (35 Ore. 325) 3803, 4647, 4716, 4816, 4822, 4827, 4829, 4897, 4902
Kirby v. Wabash Ry. Co., (85 Mo. App. 345) 257	Klatt v. Detroit, (162 Mich. 186) 4493, 4494
Kirby v. Waterman, (17 S. D. 214) 4493	Klatt v. Milwaukee, (53 Wis. 196) 5729
Kirby v. Winton Place, (3 Ohio Dec. 171) 2977	Klein v. Green Bay, (34 Wis. 628) 4167, 5076
Kircher v. Pederson, (117 Wis. 62) 1713	Klaus v. Jersey City, (69 N. J. L. 127) 4257, 4470
Kirchgraber v. Lloyd, (59 Mo. App. 59) 1915, 1942, 2411	Kleinmenhagen v. Dixon, (122 Wis. 526) 1268, 1324
Kirchman v. West & South Towns St. Ry. Co., (58 Ill. App. 515) 2929	Klein v. Dallas, (71 Tex. 280) 5539, 5623
Kirk v. King, (3 Pa. St. 436) 2501, 2508	Klein v. New Orleans, (99 U. S. 149) 2351
Kirk v. McGuire, (67 N. Y. S. 315) 4642	Klein v. Nugent Gravel Co., (162 Ind. 509) 4410, 5293
Kirk v. Nowill, (1 Durn. & East. 118) 1548, 1549, 2304	Klein v. People, (21 Ill. App. 302) 5291, 5292, 5293
Kirker v. Cincinnati, (48 Ohio St. 607) 1051	Klein v. Tuhey, (13 Ind. App. 74) 3979, 4436, 4437
Kirkham v. Russell, (76 Va. 956) 160, 732, 782, 783, 919, 966, 1011, 1018, 1058, 1121, 1263, 1292, 1399, 1425, 1575, 1579	Kleiner v. Madison, (104 Wis. 329) 5635
Kirkman v. Handy, (30 Tenn. 11 Humph. 490) 1951	Klemm v. Newark, (61 N. J. L. 112) 1102, 2713
Kirkpatrick v. State, (5 Kan. 673) 225, 263, 627	Klong v. Buffalo, (25 N. Y. S. 445) 5692
Kirkpatrick v. United Presby- terian Ch., (63 Ia. 272) 1404	
Kirkville v. Coleman, (192 Mo. App. 215) 4015, 4017, 4029, 4030	

(References are to Pages.)

Klenk v. Walnut Lake, (61 Minn. 361)	3296	Knight v. Ashland, (61 Wis. 333) 699, 2596	
Kleopfert v. Minneapolis, (83 Minn. 118)	5730	Knight v. Cape May, (61 N. J. L. 149)	3476
Kleopfert v. Minneapolis, (90 Minn. 153)	5482, 5512, 5616	Knight v. Cass Co., (14 N. D. 340)	2626
Kleyle v. Oswego, (95 N. Y. S. 879)	5725	Knight v. Eureka, (122 Cal. 192)	340
Kline v. Streator, (78 Ill. App. 42)	4654, 4659, 4661	Knight v. Heaton, (32 Vt. 480)	2970
Kline v. Tacoma, (11 Wash. 193)	4047	Knight v. Kansas City, etc. R. Co., (70 Mo. 231) 1374, 1378, 1501, 1504, 1570, 1846, 2459, 3507, 3509	
Klinesmith v. Harrison, (18 Ill. App. 467)	1724	Knight v. Kansas City, (112 Mo. App. 561)	5723
Klinger v. Bickel, (117 Pa. St. 326)	2065, 2077	Knight v. Kansas City, (122 Mo. App. 153)	5742, 5743, 5749
Klinkner v. School Directors, (11 Pa. St. 444)	2020	Knight v. Thomas, (25 Utah, 470)	2927, 3009, 3010
Klipper v. Coffey, (44 Md. 117)	1853	Knight v. Thompsonville, (74 Ill. App. 560)	1836, 5322
Klock, <i>in re</i> , (61 N. Y. S. 527)	4509, 4529	Knight v. Wells, (1 Ld. Raym. 80)	567, 575
Klock v. People, (2 Park Cr. Rep. N. Y. 678)	2269	Knight v. West Union, (45 W. Va. 194)	1433, 1750, 1782, 4667, 4672, 4821, 4851, 4922
Klockenbrink v. St. Louis & M. Riv. Ry. Co., (81 Mo. App. 351)	2097	Knight v. Wilder, (2 Cush. Mass. 129)	592
Klotz v. Winona & St. P. Ry. Co., (68 Minn. 341)	1820	Kniper v. Louisville, (7 Bush, Ky. 599)	2192, 2202, 2221
Klug v. Jeffers, (85 N. Y. S. 422)	2219	Knipper v. Covington, (109 Ky. 187)	4642
Knapp v. Grant, (27 Wis. 147)	4869, 4871	Knobloch v. Chicago, etc. R. Co., (31 Minn. 402)	2087, 2088, 2091
Knapp v. Hoboken, (22 N. J. L. 371)	4189, 4552, 4771	Knoblauch v. Minneapolis, (56 Minn. 321)	3092, 4205
Knapp v. Hoboken, (2 N. J. L. 394)	4812	Knopf v. Corcoran, (113 Ill. App. 320)	5276, 5271
Knapp v. Kansas City, (48 Mo. App. 485) 781, 786, 803, 820, 1022, 1712		Knopf v. First Nat. Bank, (173 Ill. 331)	5260, 5272
Knapp v. Newtown, (1 Hun. N. Y. 268)	526	Knopf v. Gilsonite Roofing, etc. Co., (82 Mo. App. 279)	4602, 4603, 4607, 4646, 4206, 4209
Knapp v. Swaney, (56 Mich. 345)	2554	Knorr v. Cincinnati, (10 Ohio Dec. 497)	4245
Knapp, Stout & Co. v. (154 Mo. 242) 519,	2942	Knorr v. Miller, (5 Ohio Cir. Ct. Rep. 609)	5217
Knapp, Stout & Co. v. (152 Mo. 540)	4205	Knorr v. Miller, (11 Ohio Dec. 185)	5270
Knapp, Stout & Co. v. Transfer Co., (126 M 521, 2782, 2784, 2	2929, 2931, 2611	Knorr v. Miller, (25 Wkly. Law Bul. 128)	2429
Knauer v. Louisville, (20 Ky. Law Rep. 192)	1955, 1957	Knostman & P. Furniture Co. v. Davenport, (99 Ia. 529)	5529, 5525
Knauss v. Brua, (107 Pa. St. 85)	1752	Knot v. Gay, (1 Root, Conn. 66)	2220
Knaust, <i>in re</i> , (101 N. Y. 128)	972, 4045	Knott Bros. v. Jefferson St. Ferry Co., (9 Ore. 520)	2219, 2222
Knecht v. Cincinnati, (13 Ohio Cir. Ct. R. 375)	4425	Knouff v. Logansport, (26 Ind. App. 202)	5768
Kneidler v. Norristown, (100 Pa. St. 368) 1549, 1575, 1582, 2062, 2066		Knoup v. Piqua Bank, (1 Ohio St. 603)	3261, 3263
Kneeland v. Furlong, (20 Wis. 437)	2659, 2697	Knowles v. Boston, (12 Gray, Mass. 329)	1069
Kneeland v. Milwaukee, (18 Wis. 412)	2661, 2972, 4022	Knowles v. Knowles, (25 R. I. 325)	2972
Knelt v. People, (50 How. Pr. N. Y. 140)	1516	Knowles v. Muscatine, (20 Ia. 248)	2896
Knell v. Buffalo, (54 Hun. N. Y. 80)	1502, 4501, 4522	Knowles v. New York City, (75 N. Y. S. 725)	5214
Knickerbocker v. People, <i>as rel</i> , (103 Ill. 218)	471, 478	Knowles v. New York, (75 N. Y. S. 129) 2649, 2650, 2655, 5219, 5271	
Knickerbocker Ice Co. v. Forty-Second St. & Grand St. Ferry Co. (78 N. Y. S. 5838)	2472	Knowles v. Pennsylvania R. Co., (175 Pa. 623)	2956
Knickerbocker Ice Co. v. Forty-Second St. & Grand St. Ferry Co., (176 N. Y. 408)	2474	Knowles v. Seale, (64 Cal. 277)	2960
Knickerbocker Ice Co. v. New York, (83 N. Y. S. 469)	2474	Knowles v. Temple, (49 Wash. 595)	4491
Knickerbocker Trust Co. v. Kal-amasoo, (182 Fed. 866)	2508	Knowles v. Wayne City, (31 Ill. App. 471)	2422
		Knowlton v. Augusta, (84 Me. 572)	5725
		Knowlton v. Pittsfield, (62 N. H. 525)	5705
		Knowlton v. Williams, (174 Mass. 476)	4962

(References are to Pages.)

Knox, <i>Ex parte</i> , (Tex. Crim. App. 39 S. W. 670)	2289, 2296
Knox v. Aspinwall, (24 How. U. S. 376)	5271
Knox v. Aspinwall, (21 How. 544)	4883, 4907, 4908
Knox v. Emerson, (Tenn. 1910, 131 S. W. 972)	1609
Knox v. Golding, (Ind. App. 91 N. E. 857)	5182, 5184
Knox v. Hunolt, (110 Mo. 67)	1168, 1201
Knox v. Johnson, (124 Ind. 145)	1209, 1212
Knox v. Kennedy, (92 Tenn. 1)	3083
Knox v. Ninth Nat. Bank, (147 U. S. 91)	4895
Knox v. Montgomery, (106 Ind. 517)	873
Knox v. New York, (79 N. Y. S. 985)	1144
Knox v. New York, (55 Barb. N. Y. 404)	1996, 2893
Knox v. Peterson, (21 Wis. 247)	2459, 5037
Knox City v. Thompson, (19 Mo. App. 523) 781, 1741, 1884, 2196, 528)	2207
Knox City v. White, (19 Mo. App. 528)	2196
Knox City v. Whitaker, (87 Mo. App. 468)	1430, 2274
Knox County v. Johnson, (124 Ind. 145)	1039
Knoxville v. Africa, (77 Fed. 501)	3386, 3405, 3475
Knoxville v. Bell, (12 Lea, Tenn. 157)	5677
Knoxville v. Bird, (12 Lea, Tenn. 121)	1446, 1528, 1632, 2063, 2064
Knoxville v. Chicago, etc. R. R. Co., (83 Ia. 636) 800, 1546, 1547, 3732, 3734, 3744, 3753, 3755, 3757, 107 Tenn. 647)	1916
Knoxville v. Cox, (103 Tenn. 368)	5750
Knoxville v. Harth, (105 Tenn. 436)	4250
Knoxville v. King, (7 Lea, Tenn. 441)	1433, 1553, 2050, 2057, 2410
Knoxville v. Knoxville Water Co., (212 U. S. 1)	3702, 3730, 3732, 3734, 3744, 3753, 3755, 3757, 3762
Knoxville v. Knoxville Water Co., (107 Tenn. 647)	1321, 1521, 1833, 3708, 3715, 3725
Knoxville Traction Co. v. Brown, (115 Tenn. 323)	1845
Knoxville Water Co. v. Knoxville, (189 U. S. 434) 3708, 3714, 3470, 3806, 3817, 3821)	3721
Knoxville Water Co. v. Knoxville, (200 U. S. 22)	3821
Knupfle v. Knickerbocker Ice Co., (84 N. Y. 488)	1460, 1468, 1850
Kobbe v. New Brighton, (20 Misc. N. Y. 477)	1943
Koblegard v. Hale, (60 W. Va. 37)	2015
Kobs v. Minneapolis, (22 Minn. 159)	5395, 5478, 5577
Koch v. Ashland, (88 Wis. 603)	5693
Kock v. Milwaukee, (89 Wis. 220)	3905, 4083
Koch v. Williamsport, (195 Pa. 488)	5631
Kochler v. Iron Co., (2 Black, U. S. 715)	582
Koen, <i>Ex parte</i> , (58 Tex. Cr. App. 379)	363
Koepke v. Milwaukee, (112 Wis. 475)	5685, 5694
Koeppen v. Sedalia, (89 Mo. App. 648)	848, 1396, 3909, 3960, 4044
Koester v. Atchison, (44 Kan. 141)	454
Kohler Brick Co. v. Toledo, (29 Ohio Cir. Ct. 599)	4039, 4445, 4792
Kohlof v. Chicago, (192 Ill. 249)	2796, 5644
Kokomo v. Boring, (24 Ind. App. 552)	5761
Kokomo v. Mahan, (100 Ind. 272)	2784, 2798, 3895, 3931, 4232, 4238, 4299, 5531
Kokomo v. State, (57 Ind. 152)	2719, 4606, 4608, 4855
Kokomo R. & L. Co. v. Studebaker, (41 Ind. App. 11)	5643
Kolb v. Knoxville, (111 Tenn. 311)	5548
Kolb v. Tamaqua, (218 Pa. 126)	2609, 5372
Kolff v. St. Paul Fuel Exchange, (48 Minn. 215)	1600
Kolkmeier v. Jefferson, (75 Mo. App. 678) 1344, 4009, 4011, 4042, 187)	4044
Kollock v. Dodge, (105 Wis. 187)	1145, 1148
Konowalski v. Buffalo, (115 N. Y. S. 467)	4358
Konrad v. Rogers, (70 Wis. 492)	2457, 2458, 2484, 2511
Koonce v. Russell, (103 N. C. 179)	540
Koontz v. District of Columbia, (24 App. D. C. 59)	5542
Koontz v. Hancock, (64 Md. 134)	1050
Kopelman v. Toledo, (29 Ohio Cir. Ct. Rep. 455)	2269
Kopper v. Yonkers, (97 N. Y. S. 425)	5698
Koppersmith v. State, (51 Ala. 6)	2392
Korah v. Ottawa, (32 Ill. 121)	1545, 1785
Korff v. Green, (16 How. Pr. N. Y. 140)	5343
Korpi v. Oliver Iron M. Co., (114 Minn. 525)	5772
Kortlang v. Mt. Vernon, (114 N. Y. S. 252)	5695
Kosciusko v. Slomberg, (68 Miss. 469)	1597, 1606, 1933
Koshland v. Cherry, (13 Cal. App. 440)	2971, 5166, 3292
Kosmak v. New York, (117 N. Y. 361)	5526
Kossman v. St. Louis, (153 Mo. 293)	5620
Kost v. Ashland, (Pa. 84 Atl. 691)	5605
Kowalka v. St. Joseph, (73 Mich. 322)	5675
Kraft v. Board of Education, (67 N. J. L. 512)	834, 2701
Kraft v. Keokuk, (14 Ia. 86)	5032
Kramer v. Los Angeles, (147 Cal. 668)	3039, 5542
Kramrath v. Albany, (127 N. Y. 575)	1088, 2481, 2484, 2603, 2606, 2747, 2749
Kramrath v. Albany, (16 N. Y. S. 54)	1352, 2603
Kranz v. Baltimore, (64 Md. 491)	5526
Kratli v. Larrew, (104 Ind. 363)	5021
Kraus v. Lehman, (170 Ind. 408)	398, 435
Krause v. El Paso, (101 Tex. 211)	2549, 2846, 2975
Krause v. El Paso, (Tex. Civ. App. 101 S. W. 828)	3271, 3299
Krause v. Juneau, (2 Alaska, 633)	5533

(References are to Pages.)

Krause v. Lewis, (144 Mich. 549)	2794	Kunkle v. Franklin, (13 Minn. 127)	807
Krause v. Sacramento, (48 Cal. 231)	5486	Kuns v. Robertson, (154 Ill. 394)	925, 928
Krauser v. Ruckel, (17 Hun, N. Y. 463)	955	Kunst v. Grafton, (67 W. Va. 20)	3103, 4283, 5579
Kraut v. Dayton, (Ky. 97 S. W. 1101)	4548	Kunst v. People, (173 Ill. 79)	4075
Kreigh v. Chicago, (86 Ill. 407)	3910, 3929, 4465	Kunz v. Troy, (104 N. Y. 344)	5065, 5606
Kreis v. Mo. Pac. Ry. Co., (148 Mo. 821)	2097	Kurlanchick v. Sklamberg, (107 N. Y. S. 117)	2886
Kreitz v. Behrensmeyer, (149 Ill. 496)	1125	Kurrie v. Baltimore, (113 Md. 63)	3064, 5527, 5541
Kretsch v. Helm, (45 Ind. 438)	2672, 4503	Kutchin v. Engelbret, (129 Cal. 635)	4078
Kretschmar v. Meehan, (74 Minn. 211)	361	Kurtz v. Clausen, (77 N. Y. S. 97)	2547
Krueger v. Palatine, (20 Ill. App. 420)	1987, 2824	Kurtz v. Knapp, (127 Mo. App. 608)	2799
Krickle v. Commonwealth, (1 E. Mon. 40 Ky. 361)	1740, 2109	Kuschke v. St. Paul, (45 Minn. 225)	2474
Krisch v. Chicago, (150 Ill. App. 197)	5614	Kutztown Alley, <i>In re</i> , (12 Woolw. Dec. 373)	3900
Kriseler v. Le Valley, (122 Mich. 576)	965, 1036, 1249	Kyle v. Mallin, (8 Ind. 34)	789, 3994
Kroffe v. Springfield, (86 Mo. App. 530)	1396, 2744, 3961, 4047, 4225, 4327	Kyle & Co. v. Montgomery, (73 Ga. 337)	955
Kronsbein v. Rochester, (78 N. Y. S. 813)	2696, 4194, 4711, 4739, 4744		
Krueger v. Jenkins, (59 Neb. 641)	2971	L.	
Krueger v. Wisconsin Tel. Co., (106 Wis. 96)	3642	L. Adler Bros. & Co. <i>In re</i> , (78 N. Y. S. 690)	5028
Krug v. St. Mary's, (152 Pa. 30)	5555	Laager v. San Antonio, (Tex. Civ. App. 57 S. W. 61)	3399, 4250
Kruger v. Constable, (116 Fed. 722)	3228, 3272	Laakmann v. Pritchard, (160 Ind. 24)	4490
Krumberg v. Cincinnati, (29 Ohio St. 69)	4030, 4341, 4343, 4350, 4441	La Barre v. Bent, (154 Mich. 520)	2970
Krumemaker v. Dougherty, (77 N. Y. S. 467)	3577	La Bounty v. Seattle, (46 Wash. 141)	3270, 3310
Krupp, <i>In re</i> , (41 Tex. Cr. Rep. 355)	5045	Labour v. Polk County, (70 Ia. 568)	5122
Kruse v. Johnson, (2 Q. B. [1898] 91)	1391, 1415, 1576, 1591, 1592, 1733, 1925	Labatt v. New Orleans, (38 La. 283)	539
Krutz v. Gardner, (25 Wash. 396)	4569	Labourdet v. New Orleans, (21 La. Ann. 527)	1312, 1351
Krutz v. Gardner, (18 Wash. 332)	4557, 4569	Labry v. Gilmour, (121 Ky. 367)	2835, 2948, 2950
Kubach, <i>Ex parte</i> , (85 Cal. 274)	2183	Labs v. Cooper, (107 Cal. 656)	4481
Kucera v. West Chicago Park Com'rs, (221 Ill. 488)	4816	Lacey, <i>Ex parte</i> , (108 Cal. 326)	1420, 1612, 1943, 1950, 2168
Kuck v. Wakefield, (58 Ore. 549)	3229, 3240, 3262, 3263	Lacey v. Marshalltown, (99 Ia. 367)	3460
Kuehn v. Milwaukee, (92 Wis. 263)	5401, 5436, 5486	Lacey v. Oskaloosa, (143 Ia. 704)	1996, 2784, 2844, 2877, 2879, 2917
Kuehner v. Freeport, (143 Ill. 92)	4012, 4397	Lacey v. Palmer, (93 Va. 159)	1887, 1911
Kuennan v. United States Fld. Co., (159 Mich. 122)	4112	Lacey v. Waples, (28 La. Ann. 158)	1118, 1140
Kuester v. Chicago, (187 Ill. 21)	4070, 4101	Lachance v. Mackinac Co. v. Canvassers, (157 Mich. 679)	1048
Kuhlman v. Smeltz, (171 Pa. St. 440)	1064, 1066	Lachman v. Walker, (52 Fla. 297)	762, 790
Kuhls v. Laredo, (Tex. 27 S. W. 791)	4023	Lackawana Iron & Coal Co. v. Little Wolf, (38 Wis. 152)	4806
Kuhn v. Chicago, (80 Ill. App. 203)	2170, 2268	Lackey v. Fayetteville Water Co., (80 Ark. 108)	1362, 1744, 2715, 2725, 2767, 3482, 3677, 4811, 5355
Kuhn v. Knight, (101 N. Y. S. 1)	3441	Lackland v. North Missouri R. Co., (34 Mo. 259)	2788, 2792
Kuhn v. Port Townsend, (12 Wash. 605)	864, 653, 654, 655, 5245, 5247	Lackland v. North Missouri Ry. Co., (31 Mo. 180)	1964, 2818, 2927, 3609
Kuhns v. Omaha, (55 Neb. 183)	4415	LaClef v. Concordia, (41 Kan. 323)	5067, 5399, 5453
Kumler v. Silsbee, (38 Ohio St. 445)	3385, 3403	La Compagnie Du Pacifique Canadien v. Montreal, (21 Quebec Sup. Ct. 225)	2602
Kummer v. Cincinnati, (27 Ohio Cir. Ct. 683)	4386	Lacon v. Page, (48 Ill. 499)	5645, 5765
Kundinger v. Saginaw, (132 Mich. 395)	2666, 2667, 3950, 4027, 4288, 4294	Lacoste v. New Orleans, (119 La. 469)	2648
Kundinger v. Saginaw, (59 Mich. 355)	3976	Lacour v. New York, (3 Duer, 406)	4277

TABLE OF CASES.

5961

(References are to Pages.)

La Crosse v. La Crosse Gas & Electric Co., (145 Wis. 408) 2193, 2199, 2572, 3363, 3373, 3415, 3452, 3465, 3555, 3712, 3720, 3721	La Crosse City Ry. Co. v. Higbee, (107 Wis. 889) 3614, 3618, 3619, 3620, 3621	Lacy v. Armour Packing Co., (134 N. C. 567) 1689	Lacy v. Oskaloosa, (143 Ia. 704) 3246	Lacy v. Williams, (27 Mo. 280) 5214, 5216, 5217	Ladd v. Boston, (170 Mass. 332) 3663, 3865	Ladd v. East Portland, (18 Ore. 87) 1499, 1500, 4057	Ladd v. Gambell, (35 Ore. 393) 4337, 4690	Ladd v. Jones, (61 Ill. App. 584) 3813, 3892	Ladd v. Spencer, (23 Ore. 193) 3981, 3984	Laddonia v. Poor, (73 Mo. App. 465) 2049	Ladoga v. Linn, (9 Ind. App. 15) 2002, 2928	La France Fire Engine Co. v. Syracuse, (68 N. Y. S. 894) 2621, 2622, 2770	La France Fire Engine Co. v. Davis, (9 Wash. 600) 4766, 4769	La France Fire Engine Co. v. Mt. Vernon, (11 Wash. 203) 5138	Lafayette v. Allen, (81 Ind. 166) 5457	Lafayette v. Blood, (40 Ind. 62) 5692	Lafayette v. Cox, (5 Ind. 38) 877, 4589	Lafayette v. Jenners, (10 Ind. 70) 303, 354	Lafayette v. Fowler, (34 Ind. 140) 3990, 4052	Lafayette v. Larson, (73 Ind. 367) 5615	Lafayette v. Orphan Asylum, (4 La. Ann. 1) 4417, 4419	Lafayette v. Rose, (88 Ind. 471) 5668	Lafayette v. Shultz, (44 Ind. 97) 3149	Lafayette v. State, (69 Ind. 218) 912, 973	Lafayette v. Timberlake, (88 Ind. 330) 5067, 5418, 5421	Lafayette, etc. R. R. v. Geiger, (34 Ind. 185) 326, 482, 608, 875	Lafferranderle v. New Orleans, (3 La. 246) 2251, 4997	Lafferty v. Huffman, (99 Ky. 80) 1056	La Fitte v. Ft. Collins, (43 Colo. 299) 1827, 1838	Lafin & Rand Powder Co. v. Tearney, (131 Ill. 322) 2083	Lafon v. Dufrocq, (9 La. Ann. 350) 2287, 2428	La Grange v. Overstreet, (141 Ky. 48) 826, 2865	Lagrange v. Rogers, (55 Ind. 297) 2496	Lagrance v. Bain, (4 Ky. L. Rep. 256) 3299	La Groue v. New Orleans, (114 La. 253) 5486	Lahar v. Eldridge, (190 Mass. 504) 1062, 1065	La Harpe v. Elm Twp. Gas. L. T. and P. Co., (69 Kan. 97) 515, 3385, 3777	Lahne v. Seach, (82 N. Y. S. 67) 2033	Lahner v. Williams, (112 Ia. 428) 5067, 5418, 5455	Lahr v. Metropolitan El. R. Co., (104 N. Y. 268) 2853, 3611, 3625	Laighton v. Carthage, (175 Fed. 145) 3489, 3490	Lalmbeer v. New York, (4 Sandf. 109) 4017, 4431	Laing v. Americus, (86 Ga. 756) 1991, 1993, 2000, 2933	Laird v. Cincinnati, (6 Ohio Dec. 1006) 3993, 3996, 3998, 3999	Laird v. De Soto, (23 Fed. 780) 708	Laird v. De Soto, (22 Fed. 421) 694, 708, 711	Laird v. Pittsburg, (205 Pa. 1) 2534, 3084, 3118	Lake v. Aberdeen, (57 Miss. 260) 825, 1919, 1925	Lake v. Decatur, (91 Ill. 596) 3962, 4064, 4074, 4428	Lake v. Graham, (130 U. S. 674) 4695, 4915, 4916	Lake v. Hequenbourg, (Fed. Cas. No. 7,994) 2633	Lake v. Keene Five Cents Sav. Bank, (108 Fed. 505) 4720	Lake v. Platt, (79 Fed. 567) 4720, 4721, 5297	Lake v. Rollins, (130 U. S. 662) 4705	Lake v. Standley, (24 Colo. 1) 4739	Lake v. Sutliff, (97 Fed. 270) 4876, 4881, 4893, 4913, 4914, 4916	Lake Charles v. Police Jury, (50 La. Ann. 346) 4972	Lake Charles, etc. Ice Co. v. [Lake Charles, (106 La. 65) 696, 1796, 4633, 5042	Lake City v. Fulkerson, (122 Ia. 569) 2550, 2820, 3320, 3348	Lake County Water & Light Co. v. Walsh, (160 Ind. 32) 2516, 2517, 2519	Lake Erie, etc. R. Co. v. Alexandria, (153 Ind. 521) 651, 659	Lake Erie, etc. R. Co. v. Seneca, (57 Fed. 945) 3135	Lake Erie, etc. R. Co. v. Boswell, (137 Ind. 336) 3255, 5171	Lake Erie, etc. R. Co. v. Bowker, (9 Ind. App. 428) 4397, 4539, 4558	Lake Erie, etc. R. Co. v. Brafford, (15 Ind. App. 655) 1836	Lake Erie, etc. R. Co. v. Kokomo, (130 Ind. 224) 3188	Lake Erie, etc. R. Co. v. Noblesville, (16 Ind. App. 20) 1835	Lake Erie, etc. R. Co. v. Walters, (9 Ind. App. 684) 4480	Lake Erie, etc. R. Co. v. Walters, (13 Ind. App. 275) 4147, 4148	Lake Erie, etc. R. Co. v. Whitlan, (155 Ill. 514) 3207	Lake Forest Water Co. v. Lake Forest, (249 Ill. 382) 3728, 3734	Lake Roland El. R. Co. v. Baltimore, (77 Md. 352) 1766, 2806, 3551	Lake Roland El. R. Co. v. Webster, (81 Md. 529) 3627	Lake Shore Foundry v. Cleveland, (8 Ohio Cir. Ct. 671) 2660, 2691, 5317	Lake Shore, etc. Ry. Co. v. Chicago, (56 Ill. 454) 3909, 4074	Lake Shore, etc. R. Co. v. Chicago, (144 Ill. 391) 2695, 4037	Lake Shore, etc. R. Co. v. Dunkirk, (20 N. Y. S. 596) 1293, 4395, 4523	Lake Shore, etc. R. Co. v. Elyria, (69 Ohio St. 414) 3419	Lake Shore, etc. R. Co. v. Probeck, (33 Ill. App. 145) 2087, 2090, 2092	Lake Shore, etc. R. Co. v. Smith, (173 U. S. 684) 3588
--	---	--	---------------------------------------	---	--	--	---	--	---	--	---	---	--	--	--	---------------------------------------	---	---	---	---	---	---------------------------------------	--	--	---	---	---	---------------------------------------	--	---	---	---	--	--	---	---	--	---------------------------------------	--	---	---	---	--	--	-------------------------------------	---	--	--	---	--	---	---	---	---------------------------------------	-------------------------------------	---	---	---	--	--	---	--	--	--	---	---	---	---	--	--	---	--	--	---	---	---	--	---	---	--

(References are to Pages.)

Lake Shore, etc. R. Co. v. Whit- ing, (161 Ind. 76)	2980	Lamoreaux v. Attorney General, (88 Mich. 146)	5239
Lake St. Elevated R. Co. v. Chi- cago, (182 Ill. 75)	4297, 4398, 4428, 4477	Lamoreaux v. Ellis, (89 Mich. 146)	928
Lake View v. LeBahn, (120 Ill. 93)	1892, 2192, 2297, 2306	Lamoreux v. Morin, (72 N. H. 76)	1149
Lake View v. Letz, (44 Ill. 81)	1581, 1941	Lampe v. San Francisco, (124 Cal. 548)	5579, 5575
Lake View v. Rose Hill Ceme- tery Co., (70 Ill. 191)	1922, 1911, 1917, 1924	Lamprey v. Batchelder, (40 N. H. 522)	4999
Lake View v. Tate, (130 Ill. 247)	823, 1447, 1571, 1578, 1582, 1601, 2087, 2090, 2092	Lamson v. Marshall, (128 Mich. 250)	4122, 4146, 4147, 4152, 4162, 4168, 4172, 5142
Lake View v. Tate, (22 Ill. App. 78)	1910	Lancaster v. Armstrong, (58 Mo. 298)	4514
Lakin v. Ames, (10 Cush. Mass. 198)	708	Lancaster v. Arnold, (20 Ky. L. Rep. 84)	5025
La Londe v. Peake, (82 Minn. 124)	5774	Lancaster v. Baer, (5 Lanc. Bar. Pa. 6)	2202, 2291, 2420
Lalor v. New York, (122 N. Y. S. 539)	5742	Lancaster v. Briggs, (118 Mo. App. 570)	2452
Lamar v. Adams, (80 Mo. App. 86)	2190, 2202	Lancaster v. Clayton, (88 Ky. 273)	5015
Lamar v. Gunter, (29 Ala. 224) Lamar v. Hewitt, (40 Mo. App. 214)	2402, 2242	Lancaster v. Dean, (1 Lanc. Law Rev. 249)	5013
Lamar v.	452	Lancaster v. Edison Electric Il- luminating Co., (8 Pa. Co. Ct. Rep. 178) 2256, 1568, 1685, 2256, 2561	2561
Lamar v.	o. App.	Lancaster v. First Nat. Bank, (30 S. C. 547)	4802, 4842
Lamar v.	5, 1586, 1748,	Lancaster v. Frescoln, (193 Pa. 452)	4297
Lamar W.	v. La- mar, (.....	Lancaster v. Fulton, (Pa. 24 W. N. C. 401)	1122, 1299
Lamar W.	4, 4622, 4626, 4	Lancaster v. Hirsh, (1 Lanc. Law Rev. Pa. 209)	2214, 2420
Lamar W.	v. La- mar, (.....	Lancaster v. Miller, (58 Ohio St. 558)	2632, 4114
Lamar v.	4, 4984, 4991	Lancaster v. Railroad Co., (12 Lanc. Bar. Pa. 99) 2090, 2280, 2229	2229
Lamar v.	rk. 24) 5205	Lancaster v. Richardson, (4 Lans. N. Y. 126)	2262
Lamar v.	ins, (1	Lancaster v. Rush, (25 Neb. 119)	622, 5099
Lamay v. Fulton, (96 N. Y. S. 708)	1892, 2125	Lancaster v. Walter, (25 Ky. L. Rep. 2189)	5706, 5750
Lamb v. Burlington, etc. R. Co., (29 Ia. 228)	5126, 5127	Lancaster v. State, (74 Neb. 211)	4621
Lamb v. Brunswick, (121 Ga. 245) Lamb v. Cedar Rapids, (103 Ia. 629)	5095, 1206	Lancaster Hotel Co. v. Lancaster, (7 Pa. Super. Ct. 159)	2462
Lamb v. Dunwoody, (94 Ga. 58) Lamb v. Schottler, (64 Cal. 319)	5582, 5619, 1058	Lancaster School Dist. v. Robin- son-Humphrey Co., (64 S. C. 545)	4742
Lamb v. St. Louis & W. Ry. Co., (22 Mo. App. 439)	972, 2150	Lancy v. Boston, (185 Mass. 219)	4262
Lambert v. Bates, (148 Cal. 146) Lambert v. Cummings, (2 Cal. App. 642)	2082, 4478	Land v. Coffman, (50 Mo. 242)	2462, 2465
Lambert v. Huber, (50 N. Y. S. 792)	2972	Land Co. v. Jellico, (102 Tenn. 220)	1221, 2747, 2751
Lambert v. Marcuse, (137 Cal. 44)	4040	Land Co. v. Laigle, (59 Tex. 244) Land, Log & Lumber, etc. Co. v. Brown, (73 Wis. 294)	292, 451
Lambert v. Norfolk, (108 Va. 259)	2104	Land, Log & Lumber Co. v. Mc- Intyre, (100 Wis. 245)	5221
Lambert v. Norman, (119 Ga. 351)	492, 1057	Landau v. New York, (120 N. Y. 48) 2911, 5420, 5451, 5484, 5635, 5641	5641
Lambert v. Paterson, (72 N. J. L. 427)	3094, 4002	Landberg v. Chicago, (227 Ill. 112)	781, 1952, 1960
Lambert v. Pembroke, (66 N. H. 280)	5624	Lander v. Bath, (85 Me. 141)	5525
Lambert v. Thornton, (1 La. Raym. 81)	799	Lander v. School District, (22 Me. 289)	1273
Lambert v. Westchester Electric R. Co., (100 N. Y. S. 605)	2514	Lander v. Seaver, (22 Vt. 114)	5037
Lambert v. Westchester Electric R. Co., (191 N. Y. 248)	2514	Lander v. Smithfield, (22 Me. 239) Landers v. Staten Island R. Co., (12 Abb. Pr. N. B. N. Y. 228) Landers v. Staten Island R. Co., (52 N. Y. 450)	1275, 2297, 2292
Lambertville v. Clevinger, (20 N. J. L. 52)	4227	Landes v. State, (160 Ind. 479)	1221, 1232, 1504
Lamkin v. Sterling, (1 Idaho, 92)	1662	Landes v. Walls, (160 Ind. 217)	672, 1029, 1040, 1042, 1047
Lamm v. Chicago, etc. R. Co., (45 Minn. 71)	1510, 2009, 2612, 4002		
Lammert v. Lidwell, (42 Mo. 188)	247, 959		

(References are to Pages.)

Landis v. Ashworth, (57 N. J. L. 509)	5074	Langley v. Harmon, (97 Mich. 347)	2677
Landis v. Landis, (39 N. J. L. 274)	1780	Langlois v. Cameron, (201 Ill. 301)	4404, 4413, 4414
Landis v. Vineland, (60 N. J. L. 264)	3384	Langlois v. Cohoes, (11 N. Y. S. 908)	2787
Landis v. Vineland, (54 N. J. L. 75)	1416, 1419, 1565, 1747, 1748	Langlois v. Cohoes, (58 Hun, N. Y. 226)	3946
Landis v. Millville Gaslight Co., (72 N. J. Eq. 347)	3775	Langmead v. Cincinnati, (29 Ohio Cir. Ct. 64)	4443
Landolt v. Norwich, (37 Conn. 615)	5602, 5661	Langohr v. Smith, (81 Ind. 495)	4044
Landon v. New York, (7 Jones & S. N. Y. 467)	408, 1148, 1419	Langsdale v. Nicklaus, (38 Ind. 289)	4491
Landon v. Syracuse, (46 N. Y. S. 1053)	3849, 4375	Langston, <i>In re</i> , (55 Neb. 310)	1543, 1739
Landry v. Lake Charles, (125 La. 210)	2864, 3925, 4269, 4281	Langworthy v. Dubuque, (13 Ia. 86)	624, 632, 699
Lane v. Atlantic Works, (111 Mass. 136)	1820, 1850, 1852, 5772	Langworthy v. Dubuque, (16 Ia. 271)	5002
Lane v. Boone, (7 Ind. App. 625)	2709	Languille v. State, (4 Tex. App. 312)	2266
Lane v. Boston, (125 Mass. 519)	4238	Lanham, etc. Co. v. Rome, (136 Ga. 398)	4543
Lane v. Burdick, (17 Wis. 92)	2297	Lanier v. Macon, (59 Ga. 187)	2268
Lane v. Commonwealth, (103 Pa. St. 481)	1215	Lanning v. Osborne, (76 Fed. 319)	3784, 3789
Lane v. Concord, (70 N. H. 485)	1575, 1586, 5451	Lanphere v. Chicago, (212 Ill. 440)	3979, 4016, 4068, 4078
Lane v. Embden, (72 Me. 354)	4902	Lansburgh v. District Columbia, (11 App. D. C. 512)	2255
Lane v. Kennedy, (13 Ohio St. 42)	2972	Lansdowne v. Citizens E. L. & P. Co., (206 Pa. 188)	2564, 2686
Lane v. Lamke, (65 N. Y. S. 1090)	2863	Lansdowne v. Springfield Water Co., (16 Pa. Super. Ct. 490)	3538
Lane v. Lewiston, (91 Me. 292)	5682	Lansing v. Chicago, etc. Ry. Co., (85 Ia. 215)	2293
Lane v. Minnesota Agr. Soc. (62 Minn. 175)	5590	Lansing v. County Treasurer, (1 Dill. C. C. 522)	541
Lane v. Schomp, (20 N. J. Eq. 82)	4872	Lansing v. Lansing City Elec. Ry. Co., (109 Mich. 123)	3462, 5774
Lane v. Springfield, (120 Ill. App. 5)	2114	Lansing v. Lytle, (38 Fed. 204)	4877
Lane v. State, (39 Ohio St. 312)	370	Lansing v. Toolan, (37 Mich. 152)	3895, 5423, 5431
Lane-Moore Lumber Co. v. Storm Lake, (Iowa, 130 N. W. 924)	1761, 1782, 2069, 2076	Lansing v. Van Gorder, (24 Mich. 456)	4185
Laney v. Garbee, (105 Mo. 355)	2315	Lansing v. Wood, (57 Mich. 201)	1179, 1192
Lanfear v. New Orleans, (4 La. 97)	1551	Lantry v. Meda, (194 N. Y. 544)	2064
Lang v. Bayonne, (74 N. J. L. 455)	347, 351, 686, 1049	Lantry v. New York, (44 N. Y. S. 874)	4169
Lang v. Punxsutaney Borough, (44 Pa. Super. Ct. 171)	4272	Lantz v. Highstown, (46 N. J. L. 102)	1349
Langan v. Atchison, (35 Kan. 218)	5672	La Plata v. Hampson, (24 Colo. 127)	4637
Langan v. Bitzer, (26 Ky. L. Rep. 579)	4045, 4123	LaPlume, <i>In re</i> , (Pa. 4 Atl. 455)	339
Langan v. Whalen, (67 Neb. 299)	3266	La Pointe v. O'Malley, (47 Wis. 322)	699
Langsdale v. Bonton, (13 Ind. 467)	1992	La Porte, <i>In re</i> , (26 Pa. Super. Ct. 333)	328, 569, 576
Langdon v. Castleton, (30 Vt. 285)	1114, 1263, 2589	Laporte v. Gamewell Fire Alarm Tel. Co., (146 Ind. 466)	429, 4722, 4723, 4729, 4730, 4734
Langdon v. New York, (64 How. Pr. N. Y. 134)	1234	Laporte City v. Goodfellow, (47 Ia. 572)	1816
Langdon v. New York, (92 N. Y. 427)	1233	La Porte v. Henry, (41 Ind. App. 197)	5679
Langdon v. Fire Dept., (17 Wend. N. Y. 234)	2069, 2071	Larabee v. Cloverdale, (131 Cal. 96)	4321, 5577
Lange v. La Crosse, etc. R. Co., (118 Wis. 558)	3409, 3564	Laramie v. Albany Co., et al., (92 U. S. 307)	380, 625, 662, 663, 700, 705, 5408
Langford v. United States, (101 U. S. 341)	5397	Laredo v. Benavides, (Tex. Civ. App. 25 S. W. 842)	2553
Langguth v. Glencoe, (253 Ill. 505)	5583	Laredo v. International Bridge & Tramway Co., (66 Fed. 246)	895
Langhammer v. Manchester, (99 Ia. 295)	5740, 5771	Laredo v. Macdonnell, (52 Tex. 511)	2532
Langhorne & Scott v. Robinson, (20 Gratt. Va. 661)	1434, 1435, 2210, 4947	Laredo v. Martin, (52 Tex. 548)	509, 895, 897
Langley v. Augusta, (118 Ga. 590)	256, 2461, 2971, 3035, 4246, 4247, 4281, 5439, 5479	Laredo v. Nalle, (65 Tex. 359)	5225
Langley v. Gallipolis, (2 Ohio St. 107)	3331, 3332	Laredo E. & R. Co. v. Hamilton, (23 Tex. Civ. App. 430)	5643

(References are to Pages.)

Large v. Philadelphia, (3 Phila. Pa. 382)	3976	Lau v. Chicago, (153 Ill. App. 50)	5638, 5639
Largen v. State, (76 Tex. 323)	689	Laude v. Chicago & N. W. Ry. Co., (33 Wis. 640)	1793
Larimer, etc. R. Co. v. Larimer St. R. Co., (137 Pa. St. 533)	3564, 3780	Lauder v. Bath, (85 Me. 141) ..	5556
Larkin v. Allegheny, (162 Fed. 611)	2452, 2614, 3392	Lauenstein v. Fond du Lac, (28 Wis. 336)	846, 2484
Larkin v. Burlington, etc. R. Co., (85 Ia. 492)	1520, 1760, 1834	Lauer v. Baltimore, (110 Md. 447)	4327, 4342, 4344
Larkin v. Burlington, etc. R. R. Co., (91 Ia. 654)	1514, 1836	Lauer v. Dunn, (115 N. Y. 405) ..	4204
Larkin v. Harris, (36 Ia. 93) ..	5292	Laugel v. Bushnell, (197 Ill. 20)	1924, 1920, 1925
Larkin v. Saginaw County, (11 Mich. 88)	5399	Laughlin v. Fairbanks, (8 Mo. 367)	1210
Larksville, <i>In re</i> , (13 Pa. Co. Ct. R. 351)	632	Laughlin v. Washington, (63 Ia. 652)	3296
Larned v. Briscoe, (62 Mich. 393)	1173, 1358, 1373, 4114	Lauder v. Chicago, (111 Ill. 291) ..	1584, 1620, 1707, 2171, 2268, 2269, 2408
Larned v. Jenkins, (113 Fed. 634)	2531, 2533	Laundry License Case, (22 Fed. 701)	2201
Larned v. Syracuse, (44 N. Y. S. 857)	2655	Laundry Ordinance Case, (13 Fed. 229)	850, 2447
Larney v. Cleveland, (34 Ohio St. 599)	2341, 2418	Launtz v. People, (113 Ill. 137)	1019, 1036, 1039, 1286, 1294, 1300, 1311, 1314, 1398
Larmon v. District of Columbia, (5 Mackey, D. C. 330)	5728	Laurel v. Blue, (1 Ind. App. 128)	5064, 5444
LaRoe v. Northampton St. Ry. Co., (189 Mass. 254)	4240	Laurel v. Rowell, (84 Miss. 435)	2935, 3105
Larrison v. Peoria, etc. R. Co., (77 Ill. 11)	5177	Laurel Hill Cemetery v. San Francisco, (216 U. S. 358)	1940
Larcom v. Olin, (160 Mass. 102) ..	307	Laurens v. Anderson, (75 S. C. 62)	2226
Larsen v. Sedro-Wooley, (49 Wash. 134)	5755	Laurens v. Elmore, (55 S. C. 477)	1676
Larson v. Chicago, etc. R. Co., (19 S. D. 284)	3222, 3243	Laurium v. Mills, (129 Mich. 536)	1060, 1191
Larson v. Grand Forks, (3 Dak. 307)	5669	Lautenbacher v. Philadelphia, (217 Pa. 318)	5747
Larson v. New York, (130 N. Y. S. 257)	5698	Lavalle v. Soucy, (96 Ill. 467) ..	5279
Larson v. People, (170 Ill. 93) ..	4469, 4473	Le Veine v. Kansas City, (67 Kan. 239)	3925, 4361
Larson v. St. Paul, (83 Minn. 473)	1024, 1115, 1132	Laver v. Ellert, (110 Cal. 221) ..	4135
La Salle v. Evans, (111 Ill. App. 69)	5703	Laver v. McGachlin, (28 Wis. 364)	1051
La Salle v. Mattheisen & Hegeler Zinc Co., (16 Ill. App. 69) ..	3327	Lavery v. Hannigan, (20 Jones & S. N. Y. 463)	1980, 1993
Las Anamas v. Bond, (3 Colo. 411)	5226	Lavin v. Cook, (245 Ill. 496) ..	1045
Lasbury v. McCague, (56 Neb. 220)	4511	Laviosa v. Chicago, etc. R. Co., (1 McGloin, La. 299) ..	825, 2000, 2011, 2946
Lasher v. Littell, (104 Ill. App. 211)	1814	Law v. Johnston, (118 Ind. 261) ..	4435
Lasher v. People, (183 Ill. 226) ..	3385	Law v. Madison, etc. Turnpike Co., (30 Ind. 77)	4336, 4339
Lasityr v. Olympia, (61 Wash. 651)	5638, 5690	Law v. People, (87 Ill. 385)	314, 805, 1493, 1521, 4575, 4683, 4695, 4715, 4970
Lastro v. State, (3 Tex. App. 363)	464	Law v. San Francisco, (144 Cal. 384) ..	925, 930, 931, 1482, 2473, 4670, 4675, 4815, 4817, 4845, 4925
Latham v. Richards, (12 Hun, N. Y. 360)	4615	Lawatsch v. Kingston, (124 N. Y. S. 578)	5564
Latham v. Wilmette, (168 Ill. 153)	4014, 4068, 4085, 4101, 4119	Lawe v. Kaukauna, (70 Wis. 306) ..	3219
Lathrop v. Buffalo, (3 Abb. Dec. N. Y. 30)	3993	Lawrence, <i>In re</i> , (69 Cal. 608) ..	2189, 2272
Lathrop v. Racine, (119 Wis. 461)	4456	Lawrence v. Channahon, (157 Ill. App. 560)	5630
Latonia v. Hedger, (30 Ky. L. Rep. 1091)	4059	Lawrence v. Commonwealth, (138 Ky. 323)	5750
Latonia v. Hopkins, (104 Ky. 419)	607, 619, 625, 651, 666, 5008	Lawrence v. Corning, (125 N. Y. S. 682)	4236
Latonia v. Meyer, (27 Ky. Law Rep. 746)	5003	Lawrence v. Davis, (8 Kan. App. 225)	5686
Latta v. Hoboken, (48 N. J. L. 63)	3964	Lawrence v. Doolan, (68 Cal. 309)	1186, 1189
Latta & Bro. v. Williams, (87 N. C. 126)	2196	Lawrence v. Fairhaven, (5 Gray, Mass. 110)	5476
Lattime v. Hunt, (196 Mass. 261)	1063, 1211, 5054	Lawrence v. Freeland, (55 Hun, N. Y. 610)	3938
Lattimore v. Union Electric L. & P. Co., (128 Mo. App. 37) ..	5746	Lawrence v. Hennessy, (165 Mo. 659)	3396, 3475

TABLE OF CASES.

5965

(References are to Pages.)

Lawrence v. Ingersoll, (88 Tenn. 52) 1084, 1294, 1299, 1811, 1335, 1398	Leach v. State, (36 Tex. Crim. App. 248) 1861, 1871, 1877, 2289, 2294, 2425
Lawrence v. Jewell, (100 Fed. 905) 4722	Lead v. Klatt, (13 S. D. 140) 1557, 2306, 2326, 2339 2355
Lawrence v. Killam, (11 Kan. 499) 4409, 4411	Lead v. Klatt, (11 S. D. 109) 2329
Lawrence v. Lawrence Fiscal Court, (130 Ky. 587) 4683	Leader v. Austin, (1 White & W. Civ. Cas. Ct. App. Tex. 439) 2766
Lawrenceburg v. Lay, (149 Ky. 490) 5656, 5680	Leadville v. Bohn Mining Co., (37 Colo. 248) 2786, 2819, 2820, 2828, 3322
Lawrence v. McAlvin, (109 Mass. 311) 1137	Leadville v. Coronado Mining Co., (37 Colo. 234) 3198, 3201, 3202
Lawrence v. Methuen, (166 Mass. 206) 3855, 3856	Leadville v. Matthews, (10 Colo. 125) 1478, 4641
Lawrence v. Mitchell, (8 Ohio N. P. 8) 613	Leadville Illuminating Gas Co. v. Leadville, (9 Colo. App. 400) 4617
Lawrence v. Nahant, (136 Mass. 477) 3039	Leadville Water Co. v. Leadville, (22 Colo. 297) 3730
Lawrence v. New York, (54 How. Pr. N. Y. 255) 2635, 5167	Leake v. Cannon, (2 Humph. Tenn. 169) 2937
Lawrence v. New York, (2 Barb. N. Y. 577) 3933, 4299	Leake v. Lacey, (95 Ga. 747) 5223
Lawton v. New Rochelle, (51 Misc. Rep. N. Y. 184) 696	Leake v. McFadden, (57 Miss. 618) 3127
Lawrence v. People, (188 Ill. 407) 4566	Leake v. Philadelphia, (150 Pa. St. 643) 3460, 4086, 4353, 4364
Lawrence v. Toothaker, (75 N. H. 148) 1176, 5078	Leake & Watts Orphan Home, <i>In re</i> , (92 N. Y. 116) 3030, 3040
Lawrence v. Trainer, (136 Ill. 474) 1321	Leary v. Jersey City, (189 Fed. 419) 5040
Lawrence v. Webster, (167 Mass. 513) 1963	Leary v. Yonkers, (88 N. Y. S. 829) 5670
Lawrence R. Co. v. Williams, (35 Ohio St. 168) 3608	Leathers v. Aiken, (9 Fed. 679) 889
Lawrenceburgh v. Wesler, (10 Ind. App. 153) 2977	Leathers v. Springfield, (65 Mo. 504) 4183
Lawrenceburg v. Wuest, (16 Ind. 337) 2118	Leavell v. Western Kentucky Asylum, (122 Ky. 213) 5105
Lawrenceville v. Hennessey, (244 Ill. 464) 4379, 4385, 4407, 4651	Leavenworth v. Booth, (15 Kan. 627) 1543, 2207, 2220, 2264
Lawson v. Gibson, (18 Neb. 137) 1519	Leavenworth v. Casey, (McMahon, 124) 5431, 5433, 5542
Lawson v. Milwaukee & N. Ry. Co., (30 Wis. 597) 5339	Leavenworth v. Douglass, (3 Kan. App. 67) 1503, 1514
Lawson v. Schnellen, (33 Wis. 288) 5351	Leavenworth v. Douglass, (59 Kan. 416) 2928, 2944
Lawson v. Seattle, (6 Wash. 184) 5069, 5457	Leavenworth v. Duffy, (10 Kan. App. 124) 4275
Lawton v. Harkins, (Okla. 126 Pac. 727) 5046, 5064, 5400	Leavenworth v. Laing, (6 Kan. 274) 5612
Lawton v. New Rochelle, (100 N. Y. S. 771) 4224, 4228	Leavenworth v. Leavenworth City & Ft. L. Water Co., (69 Kan. 82) 544, 2745, 3826, 3835
Lawton v. Racine, (137 Wis. 593) 3995, 5344	Leavenworth v. Miller, (7 Kan. 479) 454, 874, 4605, 4965
Lawton v. Steele, (152 U. S. 133) 1887, 1891, 1895, 1924, 1926, 1929	Leavenworth v. Mills, (6 Kan. 288) 4162, 4188
Lawton v. West, (Okla. 126 Pac. 574) 4806	Leavenworth v. Norton, (1 Kan. 432) 4588, 4955
Lawyer's Tax Cases, <i>In re</i> , (8 Heisk. Tenn. 565) 2266	Leavenworth v. Rankin, (2 Kan. 357) 2569, 2609, 2608, 2621, 2734, 4141, 4142
Lay v. Adrian, (75 Mich. 438) 5127	Leavenworth v. Sellev, (99 U. S. 624) 1266
Laycock v. Baton Rouge, (35 La. Ann. 475) 2608, 4984	Leavenworth v. Stille, (13 Kan. 539) 4189
Layton v. Monroe, (50 La. Ann. 121) 608, 611, 649	Leavenworth v. Weaver, (26 Kan. 392) 2428
Layton v. New Orleans, (12 La. Ann. 515) 378, 535, 540, 608, 637, 641, 642,	Leavenworth v. Wilson, (69 Kan. 74) 4667
Lazarus v. Morris, (212 Pa. St. 128) 3166, 3177	Leavenworth Board of Education v. Phillips, (67 Kan. 549) 1632
Lazenby, <i>In re</i> , (101 N. Y. S. 5) 1014	Leavenworth, etc. R. Co. v. Douglas, (18 Kan. 169) 4791, 4849
Lazenby, <i>In re</i> , (78 N. Y. S. 302) 1206	Leavenworth, etc. R. Co. v. Platte County, (42 Mo. 171) 838, 5412
Lea v. Hernandez, (10 Tex. 137) 683	Leavitt v. Bell, (55 Neb. 57) 4439
Leach v. Cargill, (60 Mo. 316) 781, 3922	Leavitt v. Cambridge, (120 Mass. 157) 1932
Leach v. Elwood, (3 Ill. App. 453) 2058	Leavitt v. Oxford, etc. Silver Min. Co., (3 Utah, 265) 1297
Leach v. Fayetteville, (84 N. C. 829) 4926	
Leach v. McDonald, (231 Mo. 586) 4653	
Leach v. People, (122 Ill. 420) 451	

(References are to Pages.)

Leasure v. Hillegas, (7 Serg. & Rawle, Pa. 213)	2423	Leeds v. Defrees, (187 Ind. 392) 4525		
Lebanon v. Avritt, (15 Ky. L. Rep. 494)	3922, 2982	Leeds v. Freeport, (10 Ma. 355)	857	
Lebanon v. Beville, (13 Ky. L. Rep. 924)	5009	Leeds v. Richmond, (102 Ind. 372) 828, 2480, 2481, 3029, 3039, 3896, 4271, 4288, 5439, 5486, 5521		
Lebanon v. Creel, (109 Ky. 363)	650	Leedy v. Bourbon (12 Ind. App. 485)	4956	
Lebanon v. Edmonds, (101 Ky. 216)	599, 5009	Leeman v. Perris Irr. Dist., (140 Cal. 540)	4877, 4889	
Lebanon v. Gordon, (99 Mo. App. 277)	1629, 1872, 1876, 2125	Leep v. St. Louis, etc. R. Co., (58 Ark. 407)	455, 2178	
Lebanon v. Heath, (47 N. H. 263)	679	Leeper v. Jamison, (32 Nev. 327)	5053	
Lebanon v. Knott, (34 Ky. Law, 1992)	625, 629	Leeper v. South Bend, (106 Ind. 375)	5009	
Lebanon v. Shuck, (16 Ky. L. Rep. 137)	5015	Lees v. Drainage Com'r- Ill. 47)	2, 5244	
Lebanon v. Twiford, (13 Ind. App. 384)	5577	Leesburg v. Putnam, (110)	2, 2839	
Lebanon v. Warren, (9 Ohio, 80)	3329	Leeson v. New York, (72 528)	1, 4173	
Lebanon v. Zanditon, (75 Kan. 273)	1705, 1722	Leste v. Roney, (127 M 3)	2309	
Lebanon Light & M. Water Co. v. Lebanon, (168 Mo. 346)	1844, 1847, 4632, 4672	Lee Tong, Is re, (18 Fed 5)	2447	
Le Beau v. Telephone & T. Const. Co., (109 Mich. 302)	5746	LeFaber v. West Allis, (508)	831, 1526, 16 5, 2572	
Lechner v. Newark, (44 N. Y. 556)	2029	Le Fever v. Northwest & P. Co., (119 Wis. 608)	2576	
Le Claire v. Davenport, (12 Ia. 310)	3131, 2135	Lefevre v. Detroit, (2 Mich. 586)	4042, 4420, 4431	
Le Conte v. Berkley, (57 Cal. 269)	5222, 5223	Leffingwell v. Kierstad, (74 N. J. L. 407)	1092	
Le Couteux v. Buffalo, (35 N. Y. 333) 796, 984, 2457, 2458, 2490, 2492		Leffingwell v. Miller, (20 Colo. App. 429)	1085, 1406	
LeCourt v. Gaster, (50 La. Ann. 621)	5057	Lefner v. Burlington, (18 Ia. 351)	3327	
Lederer Realty Corp. v. Hopkins, (R. I. 71 Atl. 456)	2064	Leffman v. Long Island R. Co., (105 N. Y. S. 487)	2626	
Ledwich v. McKim, (53 N. Y. 307)	4365	Lefkovits v. Chicago, (223 Ill. 32)	2329, 2104	
Lee v. Boston, (2 Gray, Mass. 484)	4992	Leflore v. Cammon, (81 Miss. 334)	2622	
Lee v. Drake, (2 Salk. 468)	1126	LeFranc v. New Orleans, (27 La. Ann. 183)	5010	
Lee v. Flemingsburg, (7 Dana, Ky. 28)	866, 1178	Lefrois v. Monroe County, (162 N. Mich. 4426		
Lee v. Harris, (206 Ill. 428)	2809, 2920, 2980, 3238, 3306		6 N. Y. 5622	
Lee v. Independent School Dist., (149 Ia. 345)	5272		6 N. Y. 5626	
Lee v. Lake, (14 Mich. 12) ..	3219		ey Col- 579	
Lee v. McCook, (82 Neb. 26) ..	2984, 2995		atts & 5163	
Lee v. Mellette, (15 S. D. 536)	3847, 4375		Pa. St. 2369	
Lee v. Minneapolis, (32 Minn. 13)	5571		Cape- 5, 2157, 2158	
Lee v. Monroe Co., (114 F. 4)	3771		Co. v. 1712	
Lee v. Mound Station, (304) 2548, 2971, 2975, 3339			ailway, 5095	
Lee v. Port Huron, (13 533)	5648		re, (77 4279, 4284	
Lee v. Racine, (64 Wis. 2614			Co. v. 5294, 5500	
Lee v. Ruggles, (62 Ill. 4932			d, (102 3665, 3819	
Lee v. Sandy Hill, (40 442)	5477		n, (121 1632	
Lee v. Smyley, (16 Ala. 2381			L. Dist. 2306	
Lee v. Templeton, (13 Gra 476)	5202		Lehlbach v. Haynes, (54 N. J. L. 77)	921
Lee v. Thief River Falls, (82 Minn. 88)	694		Lehmann v. Brooklyn, (51 N. Y. S. 524)	5770
Lee v. Thomas, (49 Mo. 112) ..	592, 622, 4980, 5015, 5029		Lehman v. McBride, (15 Ohio St. 573)	1422
Lee v. Union R. Co., (12 R. I. 283)	5767		Lehman v. San Diego, (73 Fed. 105)	4315, 4376, 4934
Lee v. Wallis, (1 Ken. 295) ..	1746			
Lee County Supervisors v. Rogers, (7 Wall. U. S. 121)	714			
Leech v. State, (78 Ind. 570) ..	5077			
Leeds, Is re, (53 N. Y. 400) ..	2641			
Leeds v. Atlantic City, (52 N. J. L. 323)	1025, 1042			

TABLE OF CASES.

5967

(References are to Pages.)

Lehman v. San Diego, (88 Fed. 669)	4915, 4934, 4936
Lehn v. San Francisco, (66 Cal. 76)	5125, 5538
Leibole v. Traster, (41 Ind. App. 278)	4296
Leigh v. State, (69 Ala. 261) ..	5288
Leighton v. Walker, (9 N. H. 59)	1776
Leiper v. Denver, (36 Colo. 110)	4222, 4240
Leipsic v. Gerdeman, (68 Ohio St. 1)	5737
Lelsy v. Hardin, (135 U. S. 100)	1679
Leitch v. La Grange, (138 Ill. 291)	4470
Leitch v. People, (183 Ill. 569) ..	4478, 4472
Leitchfield Mercantile Co. v. Commonwealth, (143 Ky. 163) ..	2874, 2894
Leltzey v. Columbia Water Power Co., (47 S. C. 464)	3081
Leland v. Long Branch Commissioners, (42 N. J. L. 375)	1564
Leloup v. Mobile, (127 U. S. 640)	1670, 1674, 1690
Leman v. Lake View, (131 Ill. 388)	4504
Lemington v. Blodgett, (37 Vt. 210)	1360, 1377
Lemmon v. Guthrie Center, 113 La. 36)	2077, 2078, 5192
Lemoine v. St. Louis, (5 Mo. App. 583)	1407
Lemoine v. St. Louis, (72 Mo. 404)	1407, 1786
Lemoine v. St. Louis, (120 Mo. 419)	1141, 1143, 1400
Lemon, <i>Es ports</i> , (143 Cal. 558) ..	2191
Lemon v. Hayden, (13 Wis. 159) ..	3297
Lemon v. Newton, (134 Mass. 476)	4219
Lemon v. Reidel, (1 Lanc. Law. Rev. Pa. 8)	2312, 2314, 2354
Lemont v. Jenks, (197 Ill. 363) ..	3845, 4336
Lemont v. Rood, (18 Ill. App. 245) ..	5675
Lemont v. Singer, etc. Stone Co., (98 Ill. 94)	5363
Le Moyne v. West Chicago Park Com'rs., (116 Ill. 41)	4469
Lenderink v Rockford, (135 Mich. 531)	5487
Lennig v. Ocean City Assn., (41 N. J. Eq. 24)	3328, 3329
Lennon v. New York, (55 N. Y. 361)	3904, 4092
Lennon v. Seattle, (69 Wash. 447)	5530
Lenoir Drug Co. v. Lenoir, (N. C. 76 S. E. 480)	4952
Lenon v. Brodie, (81 Ark. 208) ..	3994
Lenox v. Georgetown, (1 Cranch C. C. 608)	1435, 1906
Lenox v. Grant, (8 Mo. 254)	1198
Lenox Land Co. v. Oakdale, (137 Ky. 484)	636
Lent v. Portland, (42 Oreg. 488) ..	2190
Lent v. Tillson, (73 Cal. 404) ..	3903, 4351, 4455, 4458
Lent v. Tillson, (140 U. S. 316) ..	3985
Lentell v. Boston & W. St. Ry. Co., (202 Mass. 115)	3627
Lentz v. Dallas, (96 Tex. 258) ..	3929, 5597
Lentz v. Philadelphia, (3 Pa. Co. Ct. R. 126)	5497
Lentz v. Sherrott, (26 Mich. 139) ..	1782, 2050, 2051
Lenzen v. New Braunfels, (13 Tex. Civ. 385)	3861, 5520
Leominster v. Conant, (139 Mass. 384)	4045, 4062
Leonard v. Boston, (183 Mass. 68)	5714
Leonard v. Brooklyn, (71 N. Y. 498)	2554
Leonard v. Canton, (35 Miss. 189)	788, 2196, 2197, 2247, 2273
Leonard v. Cassidy, (8 Ohio Cir. Ct. R. 529)	4300
Leonard v. Detroit, (108 Mich. 599)	2811
Leonard v. Eatonton, (126 Ga. 63)	2381, 2416, 2418
Leonard v. Holyoke, (138 Mass. 78)	5130
Leonard v. Long Island City, (20 N. Y. S. 26)	2473, 2749
Leonard v. Middleborough, (198 Mass. 221)	861
Leonard v. Reed, (46 Colo. 307) ..	2226, 2253
Leonard v. Reynolds, (7 Hun. N. Y. 73)	2555
Leonard v. Sparks, (117 Mo. 103) ..	359
Leonard v. Sparks, (63 Mo. App. 585)	3185, 4290, 4305
Leonard v. Terre Haute, (Ind. App. 93 N. E. 872)	5054
Leonard v. Wakeman, (120 Ia. 140)	5290
Leonard & Cook v. Cincinnati, (26 Ohio St. 447)	2857
Leonard's Heirs v. Baton Rouge, (39 La. Ann. 275)	387, 2481
Leoni Tp. v. Taylor, (20 Mich. 148)	5399
Leopold v. Chicago, (150 Ill. 568) ..	4392
Lerch v. Duluth, (88 Minn. 295) ..	5422
Lerner v. Philadelphia, (221 Pa. 294)	5744
Le Roy, <i>In re</i> , (55 N. Y. S. 149) ..	3843
LeRoy, <i>In re</i> , (135 Ia. 562)	634, 648
Le Roy v. Collins, (154 Mich. 77)	3310
LesBois v. Bramell, (4 How. U. S. 449)	2512
Leslie v. Grand Rapids, (120 Mich. 23)	5648
Leslie v. St. Louis, (47 Mo. 474) ..	4527
Leslie v. Wooten, (115 Ky. 850) ..	5291
Less v. Butte, (28 Mont. 27)	4222, 4241
Lessley v. Phipps, (49 Miss. 790) ..	1651
Lester, <i>In re</i> , (21 Hun. N. Y. 130)	424
Lester v. Baltimore, (29 Md. 415) ..	1344
Lester v. Jackson, (69 Miss. 887) ..	2461, 2463, 2495
Lesterjelle v. Columbus, (30 Ga. 936)	2316, 2379, 2416
Lethbridge v. New York, (133 N. Y. 232)	1233, 1234
Letitia St., <i>In re</i> , (18 Pa. Super. Ct. 536)	4416
Le Tourneau v. Duluth, (85 Minn. 219)	1510, 1712, 4651
Le Tourneau v. Hugo, (90 Minn. 420)	4128, 5353
Letts v. Kessler, (54 Ohio St. 73) ..	2015
Leutlithon v. New York, (92 N. Y. S. 897)	4182
Levadas v. Beach, (117 Ga. 178) ..	2439
Levasseur v. Berlin, (75 N. H. 146)	5524, 5561
Levee Dist. No. 9 v. Farmer, (101 Cal. 178)	2993
Levenite v. Lancaster, (215 Pa. 576)	5635, 5686
Leverich v. New York, (66 Barb. N. Y. 623)	1990, 4108, 4110, 4153

(References are to Pages.)

Leveridge v. New York, (2 Sandf. 5 N. Y. S. Ct. 263)	1142	Lewis v. Homestead, (194 Pa. St. 199)	4226, 4261
Levering & Carncross v. Memphis, (7 Humph. Tenn. 555)....	522	Lewis v. Lewis, (9 Mo. 132)	950
Levi v. Anniston, (155 Ala. 149) ..	2279	Lewis v. Lincoln, (55 Neb. 1)	3200, 3219
Levi v. Coyne, (22 Ky. L. Rep. 492)	4162, 4359, 4560	Lewis v. New York, (35 How. Pr. N. Y. 162)	1496
Levi v. Louisville, (97 Ky. 394)	3202, 5021, 5029	Lewis v. New York, & H. R. Co., (162 N. Y. 202)	2624
Levin v. Burlington, (129 N. C. 184)	5499	Lewis v. Newark, (74 N. J. L. 308)	1520, 1779
Levine, <i>Es porte</i> , (48 Tex. Crim. App. 264)	389, 402, 3290	Lewis v. Nuckolls, (26 Mo. 373) ..	5217
Levine v. Brooklyn Union Gas Co., (121 N. Y. S. 255)	2786	Lewis v. Oliver, (4 Abb. Pr. N. Y. 121)	1077
Levinson v. Boas, (150 Cal. 185) ..	2170	Lewis v. Pima County, (155 U. S. 54)	4328, 4929
Lewis v. Newton, (75 Fed. 384) ..	2012, 2402, 2404, 2471, 2482	Lewis v. Port Angeles, (7 Wash. 190)	4661
Levitt v. Wilson, (73 Kan. 169) ..	262	Lewis v. Portland, (25 Ore. 123) ..	3226
Levy, <i>Is re</i> , (4 Hun. N. Y. 501) ..	1516	Lewis v. Price, (11 Mo. 298) ..	5209
Levy v. Bingham, (99 N. Y. S. 268)	5060	Lewis v. Providence, (10 R. I. 97)	5259
Levy v. Chicago, (112 Ill. 650) ..	819, 4097, 4101	Lewis v. Raleigh, (77 N. C. 229) ..	5454
Levy v. Elizabeth, (79 N. J. L. 456)	2340	Lewis v. Rochester, (9 C. B. N. S. 401)	2592, 2593
Levy v. Kansas City, (74 Kan. 361)	2192	Lewis v. St. Louis, (4 Mo. App. 563)	1472
Levy v. McClellan, (106 N. Y. 173)	4700, 4714, 4722, 4736, 4739, 4740, 4742, 4745, 4746	Lewis v. St. Louis, (12 Mo. App. 570)	1180
Levy v. Murray, (106 N. Y. S. 659)	2375	Lewis v. St. Louis, (59 Mo. 5) ..	5202
Levy v. New York, (3 N. Y. Super. Ct. 465)	5421	Lewis v. Schmidt, (19 Ky. 1 R. 1216)	5, 4271
Levy v. New Orleans Water-works Co., (38 La. Ann. 25) ..	2629	Lewis v. Seattle, (25 Wash. 4346, 4352) ..	4, 4550
Levy v. Salt Lake City, (3 Utah. 68)	722, 5516	Lewis v. Shreveport, (Fed. No. 8, 231)	4812, 4867
Levy v. Salt Lake City, (5 Utah. 302)	5526	Lewis v. Springfield, (142 App. 84)	1, 5576
Levy & Co. v. Shreveport, (27 La. Ann. 620)	1724, 2447, 5192	Lewis v. State, (21 Ark. 21) ..	2296
Levy v. Sta'	d. 281) 1857, 6, 2317, 2319, 2329	Lewis v. State, (124 Ga. 8) ..	2385
Lewenthal	York (61) ..	Lewis v. Tate, (10 Mo. 650) ..	5292
Barb. N.	5542	Lewis v. Toronto, (39 U. Can. Q. B. 242)	5296
Lewick v.	(118 Mich. 1402, 2720, 3674	Lewis v. Utica, (67 Barb. N. Y. 456)	4215, 4574
Lewis, <i>Es s</i>	Tex. Crim. 447, 450, 559, 757, 1097	Lewis v. Widber, (99 Cal. 412) ..	1114, 1163, 4682
App. 1) s'	447, 450, 559, 757, 1097	Lewis v. Winchester, (149 Ky. 244)	4922
Lewis v. Albertson, (22 Ind. App. 147)	3977, 4052, 4504, 4545, 4559	Lewis & Butler v. Philadelphia, (2 Phil. Pa. 267)	5187
Lewis v. Barbour County, (106 U. S. 739)	4872	Lewisberg Bridge Co. v. Union Co., (232 Pa. 255)	3155, 3188
Lewis v. Board of Education, (189 Mich. 306)	2652, 4119	Lewistown v. Booth, (3 Idaho 692)	2882
Lewis v. Board of Public Works, (51 N. J. L. 246)	1222	Lewistown v. Isaman, (19 Idaho. 653)	2881
Lewis v. Bourbon County, (12 Kan. 126)	576, 4652, 4660	Lewistown v. Proctor, (27 Ill. 414)	2311
Lewis v. Brandenburg, (105 Ky. 14)	599, 651, 1296	Lewistown v. Proctor, (28 Ill. 532)	2322
Lewis v. Chicasaw County, (50 Ia. 224)	2555	Lewistown v. Fairfield, (47 Mo. 491)	1814, 1821, 2225
Lewis v. Clarendon, (15 Fed. Cas. 8, 230)	873, 876, 4802	Lewistown v. Hummel, (28 Ill. App. 326)	5147
Lewis v. Comanche County, (26 Fed. 242)	4907	Lewisville v. Batson, (29 Ind. App. 21)	5622, 5729
Lewis v. Commissioners, (105 U. S. 739)	4807, 4808	Lewisville Natural Gas Co. v. State, (125 Ind. 49) ..	2704, 2706
Lewis v. Cumberland, (56 N. J. L. 416)	1729, 5329	Lexington Ave., <i>Is re</i> , (3 Hun. 221)	4212
Lewis v. Denver City Water-works Co., (19 Colo. 226) ..	5194, 5197	Lexington Ave., <i>Is re</i> , (17 N. Y. S. 379)	4472
Lewis v. Dodge, (17 How. Pr. N. Y. 229)	1916	Lexington, <i>Es porte</i> , (94 Ky. 255) ..	4681, 4610
Lewis v. Eskridge, (52 Kan. 282) ..	5178	Lexington v. Auger, (4 Ky. L. Rep. 23)	5759
Lewis v. Forehand, (117 Ga. 798) ..	2419	Lexington v. Aull, (30 Mo. 480) ..	4992
Lewis v. Gordon, (20 Wash. 80) ..	2121	Lexington v. Batson's Adm'r., 118 Ky. 429)	5499

TABLE OF CASES.

5969

(References are to Pages.)

Lexington v. Bowman, (119 Ky. 840)	4546, 4549	Liermann v. Milwaukee, (132 Wis. 628)	5407
Lexington v. Butler, (14 Wall. N. S. 282)	4872	Lifschitz v. Chicago, (150 Ill. App. 201)	5721
Lexington v. Commercial Bank, (180 Mo. App. 687)	2700, 4069	Ligare v. Chicago, (139 Ill. 46) 880, 883, 1736, 3108, 3894,	4051
Lexington v. Cooper, (148 Ky. 17)	5685, 5601	Liggett v. Kiowa County, (6 Colo. App. 269)	2729
Lexington v. Crosthwaite, (25 Ky. L. Rep. 1898)	4546	Light, Heat & Water Co. v. Jackson, (73 Miss. 598)	2724, 3686
Lexington v. Curtin, (69 Mo. 626)	2353	Lightburne v. Taxing District, (4 Lea Tenn. 219)	1674, 2202
Lexington v. Finn, (149 Ky. 146)	5542	Lightcap v. Held, (154 Ind. 43)	3313
Lexington v. Fishback's Trustee, (109 Ky. 770)	5001	Lightfoot v. Krug, (35 Pa. St. 348)	2068
Lexington v. Hayman, (25 Ky. L. Rep. 1817)	1817	Lightner v. Peoria, (150 Ill. 80) 3940, 3945, 3949, 3950,	4450
Lexington v. Headley, (5 Bush. Ky. 508) 1305, 1361, 1364, 1833, 1848,	4062	Lighton v. Syracuse, (96 N. Y. S. 692)	2813
Lexington v. Hoskins, (96 Miss. 163)	2972	Lighthipe v. Orange, (75 N. J. L. 365)	3802
Lexington v. Kentucky Chautauqua Assembly, (114 Ky. 781)	247	Lighthipe v. Orange, (76 N. J. L. 817)	3808
Lexington v. Lafayette County Bk., (165 Mo. 671) 2617, 2618, 3666,	3670	Ligonier v. Ackerman, (46 Ind. 552)	2246
Lexington v. Long, (31 Mo. 369)	4318	Ligonier Valley R. Co. v. Latrobe, (216 Pa. St. 221)	1571
Lexington v. McQuillan's Heirs, (9 Dana. Ky. 513)	4449, 4462	Lillenthal v. Yonkers, (89 N. Y. S. 1037)	2682
Lexington v. Mulliken, (7 Gray, Mass. 280)	5269	Lilly v. Indianapolis, (149 Ind. 648)	806, 1527
Lexington v. Thompson, (113 Ky. 540)	86, 258, 385, 397, 502, 560, 5050,	Lilly v. Krause, (30 Pa. Super. Ct. 412)	1041
Lexington v. Thompson, (24 Ky. L. Rep. 384)	3902	Lilly v. Scranton, (2 Lack. Leg. N. 175)	5069
Lexington v. Union Nat. Bank, (75 Miss. 1)	4801, 4803, 4835, 4837, 4843, 4845, 4868,	Lilly v. Taylor, (88 N. C. 489) 678, 715,	765
Lexington v. Walby, (33 Ky. L. Rep. 116)	4345	Lima v. Lima Cemetery Assn., (42 Ohio St. 128)	4422
Lexington v. Wilson, (97 Ky. 707)	1054	Lima Gas Co. v. Lima, (4 Ohio Cir. Ct. Rep. 22)	3673
Lexington v. Wilson, (118 Ky. 221)	2240	Limburger v. San Antonio Rapid Transit R. Co., (88 Tex. 79)	3617
Lexington v. Wise, (24 S. C. 163) 2293, 2365, 2379, 2354,	2379	Limburger v. San Antonio Rapid Transit Street R. Co., (Tex. 27 S. W. 198)	3622
Lexington v. Woolfolk, (117 Ky. 708)	1817	Linbarger v. West New York Bd. of Education, (85 Atl. 235)	4849
Lexington Hydraulic & Mfg. Co. v. Oota, (119 Ky. 598)	3597, 3677	Linch v. Litchfield, (16 Ill. App. 612)	1185
Lexington, etc. R. Co. v. Applegate, (8 Dana, Ky. 289) 518, 3144,	3610	Linck v. Litchfield, (141 Ill. 469) 4431,	4432
L'Herault v. Minneapolis, (69 Minn. 261)	5687	Lincoln v. Battelle, (6 Wend. 475)	583
L'Hote v. Milford, (212 Ill. 418) 314,	465	Lincoln v. Beckman, (28 Neb. 677)	5665
L'Hote v. New Orleans, (177 U. S. 584) 1446, 1619, 2107, 2108,	5453	Lincoln v. Birdsboro, (7 Pa. Co. Ct. 539)	4472
Libby v. Portland, (105 Me. 370) 2471, 2472, 5394,	5506	Lincoln v. Board of St. Com'rs., (176 Mass. 210)	4384
Liberman v. State, (26 Neb. 464) 2127,	2359	Lincoln v. Boston, (148 Mass. 578)	5483, 5664
Liberty v. Hurd, (74 Me. 101)	5458	Lincoln v. Calvert, (39 Neb. 305)	5720
Liberty Bell, <i>in re</i> , (23 Fed. 843) 4598,	5358	Lincoln v. Commonwealth, (164 Mass. 368)	3604, 3650, 4219, 4260
License Cases, (5 How. U. S. 504) 1701,	1884	Lincoln v. Detroit, (101 Mich. 245)	5620, 5675
Lichenstein v. New York, (159 N. Y. 500)	5683, 5702	Lincoln v. Dore, (176 Mass. 210)	4534
Liddy v. St. Louis Ry. Co., (40 Mo. 506)	2088, 2091	Lincoln v. Finkle, (41 Neb. 575)	5125
Liebermann v. Milwaukee, (89 Wis. 336)	4479	Lincoln v. Grant, (38 Neb. 369) 1654,	5125
Liebman v. San Francisco, (24 Fed. 705)	3987, 4890	Lincoln v. Janesch, (63 Neb. 707) 3887,	3924
Liebole v. Traster, (41 Ind. App. 278)	4032	Lincoln v. McLaughlin, (79 Neb. 74)	2846
Liebstein v. Newark, (24 N. J. Eq. 200)	4525, 4526, 5364	Lindell v. McNair, (4 Mo. 380)	86
6 McQ. 40		Lincoln v. O'Brien, (56 Neb. 761) 5589,	5609
		Lincoln v. Pirner, (59 Neb. 634) 5609,	5731
		Lincoln v. Prince, (2 Mass. 544)	2300

(References are to Pages.)

Lincoln v. Sun Vapor Street Light Co., (59 Fed. 756)	1403, 2716, 4046
Lincoln v. Smith, (28 Neb. 762)	5604, 5770
Lincoln v. Smith, (27 Vt. 328)	2361
Lincoln v. Staley, (32 Neb. 68)	5686
Lincoln v. Worcester, (122 Mass. 119)	4144
Lincoln Ave., <i>In re</i> , (193 Pa. St. 435)	4360
Lincoln Gas & E. L. Co. v. Lincoln, (182 Fed. 926)	2226, 3742, 3749, 3756, 3761, 3762, 3767
Lincoln Land Co. v. Grant, (57 Neb. 70)	1488, 2625
Lincoln Park, <i>In re</i> , (44 Minn. 299)	3155
Lincoln Safe Deposit Co. v. New York, (88 N. Y. S. 912)	2845, 2899, 2904, 3075
Lincoln St. Ry. Co. v. Lincoln, (61 Neb. 109)	826, 827, 1401, 3366, 4497, 5184
Lincoln School Township v. Union Trust Co., (36 Ind. App. 113)	835
Lincoln v. Cambria Iron Co., (103 U. S. 412)	4928
Linck v. Litchfield, (141 Ill. 469)	360
Lind v. Beck, (37 Ill. App. 430)	1850
Lindblad v. Normal, (224 Ill. 362)	4044, 4068, 4079
Lindblom v. Blake, (124 Ill. App. 282)	1206
Lindblom v. Doherty, (102 Ill. App. 14)	1225, 1241, 1245, 1410
Linden v. Case, (46 Cal. 171)	5354
Linden Land Co. v. Milwaukee Electric P. & L. Co., (107 Wis. 493)	1709, 3365, 3392, 3491, 3564, 3620, 3788, 5313, 5315, 5334, 5342, 5348, 5349
Lindenberger Land Co. v. Park & Co., (27 Ky. L. Rep. 437)	4037, 4499
Lindholm v. St. Paul, (19 Minn. 245)	5615
Lindley, <i>Ex parte</i> , (32 Ind. 367)	2506
Lindquist v. Seattle, (67 Wash. 230)	5748
Lindsay v. Anniston, (104 Ala. 257)	1570, 1985
Lindsay v. Chicago, (115 Ill. 120)	4475
Lindsay v. Des Moines, (68 Ia. 368)	5604
Lindsay v. Kansas City, (195 Mo. 166)	5484, 5638
Lindsay v. Mack, (160 Cal. 647)	4656
Lindsay v. Omaha, (30 Neb. 512)	2820, 2981, 2993, 2995, 3010, 3942
Lindsay v. Philadelphia, (2 Phila. Pa. 212)	1105, 1305, 1368, 1841, 1842, 1846
Lindsay v. Sherman, (Tex. 36 S. W. 1019)	5544, 5547, 5550
Lindsey v. Brawner, (29 Ky. L. Rep. 1236)	4121, 4154, 4356
Lindsey v. Rottaken, (32 Ark. 619)	4583, 4762, 4771, 5031
Lineburg v. St. Paul, (71 Minn. 245)	5714
Linehan, <i>In re</i> , (72 Cal. 114)	1949, 1952
Lines v. Otego, (91 N. Y. S. 785)	2624, 2742, 4126, 4692
Lingle v. Chicago, (172 Ill. 170)	3034, 4474
Lingle v. Chicago, (178 Ill. 628)	4070
Lining v. Charleston, (1 McCord [S. C.] 345)	4994
Link v. Houston, (94 Tex. 378)	5035
Linkenhelt v. Garrett, (118 Ind. 599)	2118, 2272, 2325
Linn v. Chambersburg, (160 Pa. St. 511)	811, 3872
Linn v. Omaha, (76 Neb. 552)	4666, 4819
Linn County Bank v. Hopkins, (47 Kan. 580)	4413
Linne v. Bredes, (43 Wash. 540)	3867
Linneus v. Dusky, (19 Mo. App. 20)	1866, 2163
Linneus v. Locke, (25 Mo. App. 407)	4484
Lins v. Seefeld, (126 Wis. 610)	2819, 3340
Linton, <i>In re</i> , (26 Pitts. Leg. L. [N. S.] 293)	327
Linton v. Athens, (53 Ga. 588)	5040
Linton v. Coupe, (123 N. Y. S. 321)	2878, 2907, 2910
Linton Pharmacy v. McDonald, (96 N. Y. S. 675)	4218
Liondale Bleach, Dye & Print Works v. McGrath, (68 N. J. L. 731)	5013
Lippelman v. Cincinnati, (4 Ohio Cir. Ct. R. 327)	3910, 3961
Lippincott v. Pana, (92 Ill. 24)	4868, 4893
Lippitt v. Albany, (131 Ga. 629)	4855, 4856
Lippman v. South Bend, (84 Ind. 276)	1942, 2328, 2347
Lipscomb v. Bessemer, (161 Ala. 173)	5614
Lipschitz, <i>In re</i> , (14 N. D. 622)	1671
Liquidators v. Municipality, (6 La. Ann. 21)	542
Lisbon v. Clark, (18 N. H. 234)	1476, 1481, 1791, 1793, 1798
Lisbon Ave. Land Co. v. Lake, (134 Wis. 470)	3910, 3943, 4029, 4381
Lismore v. State, (94 Ark. 207)	2109, 2192
List v. Commonwealth, (118 Pa. St. 322)	1688
List v. Hornbrook, (2 W. Va. 340)	367
List v. Wheeling, (7 W. Va. 501)	876, 4682, 5372
Litch v. People, (19 Colo. App. 421)	2123
Litchfield v. Ballou, (114 U. S. 190)	2582, 4703, 4705, 4750, 4751, 4932
Litchfield v. Litchfield Water Supply Co., (95 Ill. App. 647)	2772, 3363
Litchfield v. McComber, (42 Barb. N. Y. 288)	4453
Litchfield Mercantile Co. v. Commonwealth, (143 Ky. 162)	2936
Litchfield v. Parker, (64 N. H. 443)	2514
Litchfield v. Southworth, (67 Ill. App. 398)	5538, 5540
Litchfield v. Vernon, (41 N. Y. 123)	4453, 4537
Litchfield v. Whitenack, (78 Ill. App. 364)	3046, 5550
Litchville v. Hanson, (N. D. 124 N. W. 1119)	2059, 2270, 2312
Litson v. Smith, (68 Mo. App. 397)	609
Littell, etc. Mfg. Co. v. Miller, (3 Wash. 480)	4556
Little, <i>In re</i> , (60 N. Y. 343)	1521, 3976
Little v. Ft. Valley, (123 Ga. 503)	2364
Little v. Holyoke, (177 Mass. 114)	5508
Little v. Lenoir, (151 N. C. 415)	5564

TABLE OF CASES.

5971

(References are to Pages.)

Little v. Madison, (42 Wis. 542)	5450, 5440, 5431
Little v. Madison, (42 Wis. 505)	5066, 5040, 5033
Little v. Merrill, (19 Pick. Mass. 542)	1272, 1275
Little v. Portland, (26 Ore. 225)	4191, 4707, 4724
Little Chute v. Van Camp, (136 Wis. 526)	1532, 1742, 2121
Little Falls v. Cobb, (29 N. Y. S. 255)	4552
Little Falls Electric & W. Co. v. Little Falls, (102 Fed. 662)	1642, 2722, 2766, 2402, 2445
Little Meadow Borough, <i>in re</i> , (28 Pa. St. 256)	421
Little Miami R. Co. v. Green County Com'rs., (31 Ohio St. 228)	1992
Little River Tp. v. Reno, (65 Kan. 9)	4805
Little Rock v. Barton, (22 Ark. 122)	1236, 2129
..... prove-	1266, 2901
..... d., (59	2796, 2921
..... in, (52	4401, 4402
..... Nat.	4799
..... Rock,	410
..... Ark.	16, 601, 602
..... Ark.	471, 2129
Little Rock v. State Bank, (3 Ark. 227)	4811
Little Rock v. United States, (102 Fed. 412)	4755, 4756, 4779
Little Rock v. Willis, (27 Ark. 572)	5529, 5538, 5527, 5571
Little Rock v. Wright, (55 Ark. 142)	2226
Little Rock, etc. R. Co. v. Greer, (77 Ark. 227)	2608, 2611
Little Rock, etc. R. Co. v. Williams, (101 Tenn. 145)	5024
Little Rock Ry. & Electric Co. v. Dowell, (142 S. W. 165)	2464
Little Rock Ry. & Electric Co. v. Newman, (91 Ark. 29)	2692
Little Rock Ry. & Electric Co. v. North Little Rock, (76 Ark. 42)	2446
Little Valley v. Ayers, (2 N. Y. S. 691)	1121
Littelfield v. Norwich, (40 Conn. 406)	5510, 5692
Littelfield v. State, (42 Neb. 223)	800, 1705, 2149, 2222, 2222
Littlejohn v. Stella, (122 Ga. 427)	1862, 1872, 2121, 2261, 2264
Littler v. Jayne, (124 Ill. 123)	2652, 2660
Littler v. Lincoln, (106 Ill. 252)	2220
Littlewort v. Davis, (50 Miss. 403)	5074
Litz v. West Hammond, (230 Ill. 210)	4629, 5212, 5258, 5259
Livaudais v. Municipality No. 2, (16 La. Ann. 509)	1023
Livermore v. Millville, (71 N. J. L. 502)	2229, 2224
Livermore v. Millville, (74 N. J. L. 222)	2227
Livingston, <i>in re</i> , (121 N. Y. 24)	4511
Livingston St., <i>in re</i> , (22 N. Y. 221)	2227
Livingston, <i>in re</i> , (4 N. Y. S. 56)	4466
Livingston v. Albany, (41 Ga. 21)	1420, 4946
Livingston v. Darlington, (101 U. S. 407)	4594
Livingston v. Ellis County, (20 Tex. Civ. App. 19)	5452
Livingston v. First Nat. Bank, (122 U. S. 102)	4252, 4910
Livingston v. Hannibal, etc. R. Co., (60 Mo. 516)	5014
Livingston v. Pippin, (21 Ala. 542)	2267, 2292
Livingstone v. Taunton, (155 Mass. 262)	2061
Livingston v. Wolf, (126 Pa. St. 519)	1422, 1422, 1575, 1922, 2007
Livingston v. Paducah, (20 Ky. 655)	2250
Livingston County Supervisors v. Welder, (64 Ill. 427)	2472, 2475, 4967, 4969
Lizbie E. The, (20 Fed. 276)	222
Llano v. Llano County, (6 Tex. Civ. App. 122)	1994, 2207, 2222, 5192
Lloyd v. Altoona, (124 Pa. St. 545)	4225
Lloyd v. Canon City, (46 Colo. 195)	2205, 2252, 2272
Lloyd v. Loring, (6 Ves. 773)	247
Lloyd v. New York, 5 N. Y. 269	206, 5405
Lloyd v. Washington Gaslight Co., (1 Mackey, D. C. 231)	2520
Loan v. Boston, (106 Mass. 450)	5621
Lobban v. Garnett, (9 Dana. Ky. 229)	2170
Lobeck v. State, (72 Neb. 595)	5142, 5222
Loberg v. Amherst, (27 Wis. 224)	5620, 5622
Loddell v. Chicago, (127 Ill. 218)	4726
Lochner v. New York, (198 U. S. 45)	2179
Locke's Appeal, (72 Pa. St. 491)	2277
Locke v. Buffalo, (96 N. Y. S. 550)	4622
Locke v. Central, 4 Colo. 65	1114, 1157
Locke v. Cincinnati, (7 Ohio N. P. 218)	4216
Locke v. Lexington, (122 Mass. 220)	5210
Locker v. South Amboy Borough, (52 N. J. L. 197)	2924, 4010
Lockett v. Uary, (22 Ga. 245)	1651
Lockey v. Boxeman, (42 Mont. 227)	2210, 2212
Lockey v. Craig St. Ry. Co., (122 Pa. St. 419)	2292, 2617
Lockhart v. Houston, (45 Tex. 217)	5026
Lockhart v. Troy, (48 Ala. 579)	269, 1059, 1424, 4022
Lockitt, <i>in re</i> , (110 N. Y. S. 22)	4962
Lockland v. Smiley, (26 Ohio St. 94)	2272, 2212
Lockport v. Gaylord, (61 Ill. 276)	4520
Lockport v. Licht, (221 Ill. 25)	5620, 5722
Lockwood v. Charleston, (114 Mass. 416)	4212
Lockwood v. Dover, (72 N. H. 209)	5409, 5426, 5420, 5422, 5514, 5542, 5542
Lockwood v. East Orange, (72 N. J. L. 512)	4007
Lockwood v. Mechanic's Nat. Bk. (2 R. I. 402)	1292
Lockwood v. Muhlberg, (124 Ga. 660)	2171

(References are to Pages.)

Lockwood v. St. Louis, (24 Mo. 20)	829, 4329, 4420, 5193
Lockwood v. Wabash Ry. Co., (122 Mo. 86)	522, 842, 2087, 2089, 2094, 5420, 3443
Locust Ave., <i>In re</i> , (87 N. Y. S. 798)	4050
Locust Ave., <i>In re</i> , (185 N. Y. 115)	4468
Locust St., <i>In re</i> , (153 Pa. St. 276)	3959, 4056
Loder v. McGovern, (48 N. J. Eq. 275)	4146
Lodge v. Fletcher, (184 Mass. 238)	5222
Lodgord v. East Grand Forks, (105 Minn. 180)	4655
Lodi Tp. v. State, (51 N. J. L. 402)	484
Loeb v. Attica, (82 Ind. 175)	1860, 2129
Loeb v. Columbia Tp., (91 Fed. 37)	4330
Loeb v. Jennings, (133 Ga. 796)	2418
Loeb v. State, (75 Ga. 258)	2397
Loeb & Co. v. Duncan, (63 Miss. 89)	2438
Loeber v. Butte General Electric Co., (16 Mont. 1)	2940, 3647
Loeffler v. Chicago, (246 Ill. 43)	780, 5359, 5365
Loewenbach v. Milwaukee, (139 Wis. 49)	3987, 4410, 4411, 4412
Loewer v. Sedalia, (77 Mo. 431)	5630
Lofland v. Orten, (4 Houst. Del. 622)	3932
Loftis v. Kansas City, (156 Mo. App. 683)	5748
Lofton v. Collins, (117 Ga. 434)	2120, 3880
Loftus v. F. & M. N. Bank, (133 Pa. St. 97)	436
Loftus v. Riley, (83 Ia. 503)	4099
Logan v. Childs, (51 Fla. 233)	1864
Logan v. Hurlbut, (23 Ont. App. 628)	1169
Logan v. New Bedford, (157 Mass. 534)	5704
Logan v. Rose, (88 Cal. 263)	3273, 3307
Logan v. State, (5 Tex. App. 306)	1889
Logan v. Tyler, (1 Pitts. [Pa.] 244)	1360, 1511
Logan v. Lincoln, (81 Ill. 156)	2405, 4631, 5166
Logan & Bryan v. Postal Teleg. & Cable Co., (157 Fed. 570)	1664
Logan & Sons v. Pyne, (43 Ia. 524)	781, 786, 2195
Logan Natural Gas & Fuel Co. v. Chillicothe, (65 Ohio St. 186)	3575, 3709, 3827
Logansport v. Blakemore, (17 Ind. 318)	4110
Logansport v. Crockett, (64 Ind. 319)	1337, 1375, 1380
Logansport v. Dick, (70 Ind. 65)	1994, 5433, 5449, 5494
Logansport v. Dunn, (8 Ind. 378)	3249, 3261, 3270
Logansport v. Dykeman, (116 Ind. 15)	1090, 1339, 2590, 2719, 2747, 4704
Logansport v. Humphrey, (84 Ind. 467)	2459, 5037
Logansport v. Jordan, (171 Ind. 121)	4703, 4704, 4726, 4732, 5357
Logansport v. Justice, (74 Ind. 378)	5723
Logansport v. LaRose, (99 Ind. 117)	607, 614, 619, 654, 5040
Logansport v. Legg, (20 Ind. 315)	1298, 1305, 1364, 4060
Logansport v. Newby, (98 N. E. 4)	5542
Logansport v. Puterbaugh, (46 Ind. 550)	2671
Logansport v. Seybold, (59 Ind. 225)	617, 648, 654, 785, 4946
Logansport v. Shirk, (129 Ind. 352)	4318
Logansport v. Wright, (25 Ind. 512)	355, 4047, 5430, 5542
Logansport R. Co. v. Logansport, (114 Fed. 688)	3405, 3430, 3480, 3481, 3519, 3566
Logansport & W. V. Gas Co. v. Peru, (89 Fed. 185)	3707
Loges v. Louisville, (141 Ky. 367)	1909, 2227
Lohr v. Phillipsburg, (165 Pa. 109)	5732
Lohr v. Phillipsburg, (156 Pa. 246)	5722, 5734
Lohrum v. Eyerman, (5 Mo. App. 481)	4464
Lombar v. East Tawas, (86 Mich. 14)	5610, 5623
Lombard v. Chicago, (15 Fed. Cas. No. 8, 470)	5692
Lombard v. West Chicago Park Com'rs., (181 U. S. 33)	4052, 4308
Lonaconing, etc. R. Co. v. Consolidation Coal Co., (95 Md. 630)	3617
London v. Barnardistone, (1 Lev. 16)	2324
London v. Boyd, (25 Ky. Law. Rep. 1337)	4999
London v. Franklin, (118 Ky. 105)	1231
London v. Headen, (76 N. C. 72)	1035
London v. Vanacker, (1 Ld. Rayne, 496)	1035
London v. Vanacre, (12 Mod. 272)	1325, 1429
London v. Wilmington, (78 N. C. 109)	5040
London v. Wood, (12 Mod. 669)	1554
London Assn. etc. v. London & India Docks Joint Com., (3 Ch. 1892 p. 252)	1390, 1430
London Mills v. Fairview-London Telephone Circuit, (105 Ill. App. 146)	3430
London Mills v. White, (208 Ill. 289)	3407, 3494, 3568, 3960
London, etc. Mortgage Co. v. Gibson, (77 Minn. 394)	4567
London & New York Land Co. v. Jellico, (103 Tenn. 320)	4113
London & San Francisco Bank v. Oakland, (90 Fed. 691)	3230, 3231, 3258, 3263, 3280, 3305, 3310, 3342
Londonderry v. Andover, (28 Vt. 416)	344, 359
Londoner v. Denver, (Colo. 119 Pac. 156)	3119
Londoner v. Denver, (210 U. S. 373)	4307, 4458
Londoner v. People, (15 Colo. 246)	3363
Londoner v. People, (15 Colo. 557)	1058
Loneragan v. Louisiana, (83 Mo. App. 101)	1417, 1419, 2296
Long, <i>In re</i> , (12 N. Y. S. 230)	3093
Long v. Athol, (196 Mass. 497)	2713
Long v. Battle Creek, (39 Mich. 323)	4030
Long v. Birmingham, (161 Ala. 427)	5070, 5457

TABLE OF CASES.

5973

(References are to Pages.)

Long v. Brookston, (79 Ind. 183)	2352, 2412	Lorain v. Rolling, (24 Ohio Cir. Ct. R. 82)	3918
Long v. Dickinson, (21 Leg. Int. Pa. 26)	5176	Lorain Plank Road v. Cotton, (12 Ohio St. 262)	1782
Long v. Doxey, (50 Ind. 285)	2284	Lorbeer v. Hutchinson, (111 Cal. 272)	1254
Long v. Duluth, (49 Minn. 280)	2726, 2417, 2824	Lord v. Anoka, (86 Minn. 178)	1221
Long v. Elberton, (109 Ga. 28)	2476, 2828, 5456	Lord v. Chadbourne, (42 Me. 429)	1651
Long v. Fuller, (63 Pa. St. 170)	2120	Lord v. Cooper, (48 N. Y. 8. 519)	5028
Long v. Jersey City, (27 N. J. L. 8 Vroom, 348)	1731, 2822	Lord v. Governor, etc., (2 Phil. 729)	1281
Long v. Lemoyne Borough, (222 Pa. 311)	2718	Lord v. Mobile, (112 Ala. 260)	5744
Long v. Neenah, (128 V 552)	5469	Lord v. Oconto, (47 Wis. 256)	5642
Long v. New London, (81 Cal. 425)	4829	Lorden v. Coffey, (178 Mass. 429)	4456
Long v. New York, (81 Cal. 425)	1088	Lore v. Wilmington, (4 Del. Ch. 575)	5257
Long v. O'Rourke, (16 Phil. 123)	4106	Lorence v. Bean, (18 Wash. 26)	4769
Long v. Philadelphia, (126 Pa. 1509)	5624	Lorence v. Ellensburg, (13 Wash. 241)	5589, 5728
Long	999	Lorens v. Armstrong, (3 Mo. App. 574)	4505
Long	990	Lorens v. New Orleans, (114 La. 802)	5787
Long	1056	Lorenzen, Es parte, (128 Cal. 431)	2108
Long	2135	Lorenzen v. Woods, (1 McGloin, La. 373)	1922
Long	2475	Lorets v. New York, (132 N. Y. 8. 988)	5684
Long	2476	Lorf v. Detroit, (145 Mich. 285)	5611
Long	2478	Lorrillard v. Monroe, (11 N. Y. 292)	408, 5032, 5041, 5400, 5458
Long	4871	Loring v. Boston, (7 Met. Mass. 409)	266
Long	499	Loring v. Boston, (12 Gray, Mass. 209)	2977, 4268
Long	436, 467	Loring v. St. Louis, (20 Mo. 461)	5201
Long	72, 3720, 9, 3760, v. Dob-	Loring v. St. Louis, (10 Mo. App. 414)	5022
Long	erstone, .. 4291, 4295	Loring & Co. v. Small, (50 Ia. 271)	2555
Long	erwood, 4611	Los Angeles v. Cohn, (101 Cal. 373)	2974
Long	y Co. v. 85)	Los Angeles v. Davidson, (150 Cal. 69)	3420
Long	86, 3422, 4824	Los Angeles v. Hanco, (137 Cal. 490)	4692
Long	homp. & 4525	Los Angeles v. Kysor, (125 Cal. 468)	3244
Long	2852, 2877	Los Angeles v. Los Angeles Wa- ter Co., (177 U. S. 558)	5029
Long	4626	Los Angeles v. Los Angeles City Water Co., (81 Cal. 65)	1643, 1654
Long	4505	Los Angeles v. Los Angeles City Water Co., (124 Cal. 368)	3678, 3804, 3827, 3830, 5192
Long	4058	Los Angeles v. McCollum, (156 Cal. 148)	3258, 3265 3273, 3281, 3310
Long	3279	Los Angeles v. Pomeroy, (124 Cal. 597)	3089, 3120
Long	642	Los Angeles v. Southern Pacific R. Co., (61 Cal. 59)	2191
Long	1914	Los Angeles v. Southern Pacific R. Co., (157 Cal. 262)	3382, 3419
Long	5016	Los Angeles v. Teed, (112 Cal. 219)	4648, 4650, 4720, 4722, 4825, 4842
Long	5559	Los Angeles v. Waldron, (65 Cal. 283)	1812, 4046
Long	5146	Los Angeles Cemetery Assn. v. Los Angeles, (95 Cal. 420)	2267
Long	1762	Los Angeles Cemetery Assn. v. Los Angeles, (97 Cal. XVII)	2286
Long	2255	Los Angeles Cemetery Ass'n v. Los Angeles, (103 Cal. 481)	5540, 5554, 5569, 5575
Long	920, 922		
Long	2982, 4005, 4517		

(References are to Pages.)

Los Angeles City Water Co. v. Los Angeles, (38 Fed. 720) 544, 1722, 2746, 3668, 3678, 3687, 3701, 3709, 3717	Louisiana v. Wood, (102 U. S. 294) 4575, 4931, 5164
Los Angeles v. Elkenberry (131 Cal. 461) 1448, 1478, 1733, 1735, 2272, 2275	Louisiana Ice Mfg. Co. v. New Orleans, (43 La. Ann. 217) 885, 2978, 3938, 4288
Los Angeles County v. Hollywood Cemetery Assn., (124 Cal. 844) 1535, 1938, 1939	Louisiana Imp. Co. v. Baton Rouge El. & Gas Co., (114 La. 534) 4515
Los Angeles County v. Winana, (13 Cal. App. 234) 4536	Louisiana, etc. Plankroad Co. v. Pickett, (25 Mo. 535) 4268
Los Angeles Gas Co. v. Toberman, (61 Cal. 199) 3608	Louisiana R. Commission v. Cumberland Tel. Co., (212 U. S. 414) 3761
Los Angeles Lighting Co. v. Los Angeles, (106 Cal. 156) 4003, 4004, 4005	Louisiana State Bank v. Orleans Nav. Co., (3 La. Ann. 294) 1033
Los Angeles R. Co. v. Los Angeles, (152 Cal. 242) 3507, 3678, 3776	Louisville v. Anderson, (79 Ky. 334) 5032
Los Angeles School Dist. v. Longden, (148 Cal. 380) 5073, 5075	Louisville v. Arrowsmith, (145 Ky. 498) 5588
Los Angeles City Water Co. v. Los Angeles, (55 Cal. 176) 3677	Louisville v. Baird, (15 B. Mon. Ky. 246) 1114
Los Angeles City Water Co. v. Los Angeles, (103 Fed. 711) 3709	Louisville v. Bannon, (99 Ky. 74) 2983, 2986, 3943
Losch's Appeal, (109 Pa. St. 72) 4251	Louisville v. Barber Asphalt Pav. Co., (24 Ky. L. Rep. 2227) 3957
Lostutter v. Aurora, (126 Ind. 436) 2789, 2841, 2902, 5680	Louisville v. Bitzer, (115 Ky. 359) 4187, 4379, 4388, 4457
Loth v. Columbia Theater Co., (197 Mo. 328) 2011, 2906, 5669	Louisville v. Board of Park Commissioners, (112 Ky. 409) 4663, 4669
Lott v. Ross, (38 Ala. 156) 4994	Louisville v. Bohlson, (22 Ky. L. Rep. 1864) 4262
Lott v. Waycross, (84 Ga. 681) 4649	Louisville v. Bott's Adm'r, (Ky. 152 S. W. 529) 5608
Lottman Bros. Mfg. Co. v. Houston Waterworks Co., (Tex. 38 S. W. 357) 3600	Louisville v. Brown, (Ky. 1909, 119 S. W. 1196) 647
Lotze v. Cincinnati, (61 Ohio St. 272) 4279	Louisville v. Brewer's Adm'r, (24 Ky. L. Rep. 1671) 2800, 5728, 5750
Lotze v. Cincinnati, (4 Ohio N. P. 311) 4268	Louisville v. Bridwell, (Ky. 150 S. W. 672) 5070, 5765, 5773
Loudenslager v. Atlantic City, (80 N. J. L. 658) 4635	Louisville v. Burke, (27 Ky. L. Rep. 896) 5018
Loudon v. Taxing Dist of Shelby County, (104 U. S. 771) 4634	Louisville v. Button, (118 Ky. 732) 5043
Lough v. Estherville, (122 Ia. 479) 1169, 1185	Louisville v. Commonwealth, (1 Duval, Ky. 295) 209, 266, 1536, 2556, 2558
Loughman v. Long Island R. Co., (81 N. Y. S. 1097) 3228	Louisville v. Commonwealth, (134 Ky. 488) 525
Loughran v. Des Moines, (72 Ia. 382) 5548, 5550	Louisville v. Commonwealth, (9 Dana, Ky. 70) 4630
Loughridge v. Huntington, (56 Ind. 258) 1514, 1516, 1519, 3923	Louisville v. Commonwealth, (4 Metc. Ky. 63) 4630
Loughry v. Pittsburgh, (29 Pittsb. Leg. J. N. S. Pa. 426) 3952	Louisville v. Crescent Hill, (21 Ky. Law, 755) 612
Louisa v. Yancey's Trustee, (109 Va. 229) 1926	Louisville v. Cumberland Tel. & Tel. Co., (224 U. S. 649) 3362, 3478, 3487, 3567
Louisburg v. Harris, (7 Jones, N. C. 281) 1562, 1898, 2162	Louisville v. Gast, (28 Ky. L. Rep. 1256) 4424
Louisiana v. Anderson, (100 Mo. App. 341) 2121, 2328	Louisville v. Gimpeel, (22 Ky. L. Rep. 1110) 3064, 5549
Louisiana v. Hardin, (11 Mo. 551) 2293	Louisville v. Gorley, (25 Ky. L. Rep. 2174) 1132
Louisiana v. Jumel, (107 U. S. 711) 1651	Louisville v. Gosnell, (22 Ky. L. Rep. 1524) 2618, 4026, 4638, 5180
Louisiana v. McAllister, (104 Mo. App. 152) 3982, 4513, 4515	Louisville v. Hall, (28 Ky. L. Rep. 1064) 3296
Louisiana v. Miller, (66 Mo. 467) 4044, 4047	Louisville v. Harbin, (22 Ky. L. Rep. 1865) 4256, 4262
Louisiana v. New Orleans, (109 U. S. 285) 1635, 1658, 5464, 5467	Louisville v. Hart's Adm'r, (143 Ky. 171) 5773
Louisiana v. New Orleans, (102 U. S. 203) 694, 1635, 1636, 1654	Louisville v. Hegan, (20 Ky. L. Rep. 1532) 4242, 4263
Louisiana v. Pillsbury, (105 U. S. 278) 541, 1772, 4840, 4953	Louisville v. Henderson, (5 Bush. Ky. 515) 4085, 4553
Louisiana v. Police Jury of St. Martin's Parish, (111 U. S. 716) 1636, 1767	Louisville v. Henning, (1 Bush. Ky. 281) 4995
Louisiana v. Shaffner, (104 Mo. App. 101) 2660, 2668	Louisville v. Hexagon Tile Walk Co., (103 Ky. 552) 3887, 4009, 4187, 4554
Louisiana v. Taylor, (105 U. S. 454) 4670	Louisville v. Higdon, (2 Metc. Ky. 526) 1058, 1061, 1296
Louisiana v. Texas, (176 U. S. 1) 1533, 1700	

TABLE OF CASES.

5975

(References are to Pages.)

Louisville v. Hyatt, (3 B. Mon. Ky. 177)	1305, 1832, 4449	Louisville v. Sherley's Guardian, (80 Ky. 71)	5001
Louisville v. Hyatt, (5 B. Mon. Ky. 199)	4191	Louisville v. Snow's Adm'rs, (107 Ky. 536)	3267, 3284
Louisville v. Johnson, (24 Ky. L. Rep. 685)	5769	Louisville v. Tompkins, (Ky. 122 S. W. 174)	5679
Louisville v. Johnson, (14 Ky. Law Rep. 813)	4982	Louisville v. Tyler, (111 Ky. 588)	4187, 4355, 4358, 4359
Louisville v. Kaye, (122 Ky. 599)	4269	Louisville v. Uebelhor, (142 Ky. 151)	5601
Louisville v. Kean, (13 B. Mon. Ky. 9)	5275	Louisville v. Webster, (108 Ill. 414)	2077
Louisville v. Keher, (117 Ky. 841)	5633, 5677, 5703	Louisville v. Wehmhoff, (25 Ky. L. Rep. 995)	1482
Louisville v. Knighton, (30 Ky. L. R. 1037)	3064, 5539	Louisville v. Wehmhoff, (116 Ky. 812) 1482, 1690, 2112, 2311, 2320, 2360	2360
Louisville v. Lambert, (Ky. 116 S. W. 261)	5733	Louisville v. Weikel, (137 Ky. 784)	1294, 2221
Louisville v. Leatherman, (99 Ky. 213)	4102, 4187, 4421	Louisville v. Western Bank, (21 Ky. L. Rep. 1075)	4099
Louisville v. Loezer, (143 Ky. 244)	2023, 2094, 5532, 5534	Louisville v. Wible, (84 Ky. 290)	843, 1957, 2576
	5722	Louisville v. Wilson, (99 Ky. 598)	410, 940, 1149, 1152
	6027	Louisville v. Young, (23 Ky. L. Rep. 1429)	987, 1012
	6031	Louisville Bagging Co. v. Central Pass. Ry. Co., (95 Ky. 50)	3385, 3392
	6031	Louisville Bridge Co. v. Louisville, (23 Ky. L. Rep. 703) ..	4993
	6042	Louisville Bridge Co. v. Louisville, (23 Ky. L. Rep. 1655) ..	5004, 5034
	2576	Louisville Bridge Co. v. Louisville, (81 Ky. 189)	619, 4992
	2495	Louisville City Ry. Co. v. Louisville, (8 Bush. Ky. 415) ..	710, 2037, 2532
Rep. 425)	5005	Louisville City Ry. Co. v. Louisville, (4 Bush. Ky. 478)	5014
Louisville v. McKegney, (7 Bush. Ky. 551)	1262	Louisville Gas Co. v. Citizens' Gas Co., (115 U. S. 683) 1645, 2411	2411
Louisville v. McNaughten, (19 Ky. L. Rep. 1895)	4187, 4417	Louisville Gas Co. v. Dulaney & Alexander, (100 Ky. 405) 3592, 2692	2692
Louisville v. Michels, (114 Ky. 551)	5679	Louisville Gas Co. v. Hammer, (82 Ky. L. Rep. 681)	5760
Louisville v. Meyer, (17 Ky. L. Rep. 666)	4191	Louisville Home Tel. Co. v. Cumberland Tel. Co., (111 Fed. 662)	1711, 2017, 2624, 2643
Louisville v. Mehler, (108 Ky. 436)	4255, 4361	Louisville Home Tel. Co. v. Louisville, (130 Ky. 611) ..	2337, 2423, 2429, 2769, 4604
Louisville v. Muldoon, (20 Ky. L. Rep. 1576)	4122	Louisville, etc. R. Co. v. Barber Asphalt Pav. Co., (116 Ky. 856)	4395, 4397
Louisville v. Murphy, (86 Ky. 53)	1090, 2595, 4962, 4965	Louisville & N. R. Co. v. Barboursville, (105 Ky. 174)	5015
Louisville v. Mutual Life Ins. Co., (Ky. 143 S. W. 782)	3241	Louisville & N. R. Co. v. Bowling Green R. Co., (110 Ky. 788) ..	2423
Louisville v. Nevin, (16 Ky. L. Rep. 438)	4197	Louisville, etc. R. Co. v. Central Stock Y. Co., (20 Ky. L. Rep. 18)	1364
Louisville v. Nevin, (10 Bush. Ky. 549)	4187, 4423	Louisville, etc. R. Co. v. Cincinnati, (76 Ohio St. 481) ..	3321, 3336, 3420
Louisville v. Norris, (111 Ky. 903)	3029, 5523	Louisville, etc. R. Co. v. Commonwealth, (117 Ky. 350) ..	1861
Louisville v. O'Malley, (21 Ky. L. Rep. 372)	5545, 5549	Louisville, etc. R. Co. v. Commonwealth, (17 Ky. L. Rep. 126)	5005
Louisville v. Osborne, (10 Bush. Ky. 226)	4375, 4409	Louisville & N. R. Co. v. East St. Louis, (124 Ill. 556) ..	3228, 3389, 3940, 3950, 3953, 4289, 4397, 4447, 4455, 4479
Louisville v. Pooley, (126 Ky. 386)	3223	Louisville, etc. R. Co. v. County Court, (1 Sneed, Tenn. 637) 926, 1303	1303
Louisville v. Roberts & Krieger, (23 Ky. L. Rep. 182)	1514	Louisville, etc. R. Co. v. Cowley, (Ala. 50 So. 1015)	3929
Louisville v. Robinson & Co., (9 Ky. L. Rep. 576)	5026	Louisville, etc. R. Co. v. Frankfort, (9 Ky. L. Rep. 894) ..	5014
Louisville v. Rouse, (6 B. Mon. Ky. 591)	1584, 2187, 2142		
Louisville v. Sagalowski, (126 Ky. 524)	2227		
Louisville v. Selbert, (21 Ky. L. Rep. 328)	2952		
Louisville v. Selvage, (106 Ky. 730)	1496, 4471		
Louisville v. Shanahan, (22 Ky. L. Rep. 162)	5492		

(References are to Pages.)

	Loving. <i>Ex parte</i> , (178 Mo. 194)	5110, 5114
1909	Lovington v. Wider, (52 Ill. 302)	527, 4982, 5047, 5329
5012	Lovington v. Adkins, (332 Ill. 510)	3265
3161	Lovitt v. Russell, (132 Mo. 474)	3185
	Low v. Evans, (16 Ind. 486)	1555
	Low v. Lewis, (46 Cal. 549) ..	5007
3401	Low v. Marysville, (5 Cal. 214)	208, 262, 302, 3386, 4604
1638	Low v. Pettengill, (12 N. H. 327)	1283
1843	Low v. Pilotage Com'rs, (R. M. Charit. Ga. 302)	919, 1325
1845	Low v. Rees Printing Co., (41 Neb. 127)	1602, 2180
3235	Lowber v. New York, (5 Abb. Pr. 325)	288, 5186, 5267
4539	Lowder v. Cincinnati, (2 Disney, Ohio, 203)	4190
3653	Lowe, <i>In re</i> , (54 Kan. 757) 1957,	3260
	Lowe v. Conroy, (120 Wis. 151)	5462
	Lowe v. Detroit, (133 Mich. 541)	5028
2738	Lowe v. Guthrie, (4 Okl. 287)	1185, 1187, 4629
	Howe v. Howard, (94 Ind. 562)	2551
	Lowe v. Lawrenceburg Rollo Mills Co., (161 Ind. 495) 3005,	3007
	Lowe v. Omaha, (33 Neb. 587)	4276
	Lowe v. Phelps, (14 Bush, Ky. 642)	5273
	Lowe v. Prospect Hill Cemetery Assn., (58 Neb. 94)	1939
	Lowe v. Salt Lake City, (12 Utah, 91)	5503
	Lowe v. Seaboard Air Line Ry. Co., (63 S. C. 348)	1662
	Lowell v. Archambault, (189 Mass. 70)	2245
	Lowell v. Boston, (111 Mass. 454)	781, 782, 4820, 4901
	Lowell v. Gathright, (97 Ind. 313)	2271
	Lowell v. Hadley, (8 Met. Mass. 180)	4800
	Lowell v. Morse, (1 Metc. Mass. 473)	5172
	Lowell v. Newport, (66 Me. 78)	5099
	Lowell v. Oliver, (8 Allen, Mass. 247)	807, 4070
	Lowell v. Short, (4 Cush. Mass. 275)	1992
	Lowell v. Spaulding, (4 Cush. Mass. 277)	1993
	Lowell v. Wheelock, (11 Cush. Mass. 391)	2952
	Lowell v. Wyman, (12 Cush. Mass. 273)	4454
	Lowenstein v. Myers, (20 N. Y. 761)	2126
	Lower Merion v. Becker, (42 Pa. Super. Ct. 203)	1962
	Lowery v. Lexington, (116 Ky. 157)	348, 3909
	Lowery v. Lexington, (25 Ky. Law Rep. 392)	957
	Lowery v. Pakin, (210 Ill. 575)	2835, 2382
	Lowndes v. Hearne, (59 Ala. 371)	1380
	Lownsdale v. Portland, (Fed. Cas. 8579)	3226
	Lownsdale v. Portland, (1 Ore. 381)	3308, 5172
	Lowrey v. Central Falls, (33 R. I. 354)	1165, 1245, 1257, 1235
	Lowrey v. Delphi, (55 Ind. 250)	355, 5629
	Lowry v. Cincinnati, (7 Ohio Dec. 81)	4025
	v. Zimmerman, (101 Ky. 432)	4613
	Louisville Steam Forge Co. v. Anderson, (33 Ky. L. Rep. 397)	4401
	Louisville Steam Forge Co. v. Gast, (Ky. 115 S. W. 761) 3701,	2790
	Louisville Steam Forge Co. v. Mehler, (112 Ky. 438)	4363, 4364, 4455, 4559
	Louisville Trust Co. v. Cincinnati, (76 Fed. 296)	3450, 3476, 3480, 3482, 3504
	Louisville Trust Co. v. Cincinnati, (76 Fed. 296)	3356, 3433
	t Co. v. Louisville, (L. Rep. 635) ..	4992
	t Co. v. Louisville, (L. Rep. 977) ..	4992
	r Co. v. Clark, ..	1647
	r Co. v. Hamilton, (17) ..	5037
	r Co. v. Wiemer, ..	3654
	Bridgeport, (56 ..	5660
	ion, (1 Penn. Del. 149)	1991
	Love v. Atchison, etc. R. Co., (185 Fed. 231)	2727
	Love v. Atlanta, (95 Ga. 129)	407, 5436, 5446
	Love v. Jersey City, (40 N. J. L. 456)	1132, 1148
	Love v. Judge of Recorder's Court, (128 Mich. 545)	1622
	Love v. Phalen, (128 Mich. 545)	2047
	Love v. Raleigh, (16 N. C. 296)	305, 5421, 5429, 5460
	Love v. Yazoo City, (91 Miss. 525)	2795, 3801, 4831
	Lovejoy v. Bessemer Water-works Co., (146 Ala. 374) ..	3593
	Lovejoy v. Campbell, (16 S. D. 251)	2843
	Lovejoy v. Foxcraft, (91 Me. 367)	2621
	Loveland v. Detroit, (41 Mich. 367)	845
	Lovenberg v. Galveston, (17 Tex. Civ. App. 162)	4337, 4423, 4453
	Lovenguth v. Bloomington, (71 Ill. 338)	5752
	Loverin Brown & Co. v. Tansil, (118 Tenn. 717)	1439
	Lovilia v. Cobb, (124 Ia. 557)	1432, 2123, 2351

TABLE OF CASES.

5977

(References are to Pages.)

Lowry v. Duluth, (94 Minn. 95)	4194, 5144	Lull v. Chicago, (63 Ill. 513) ..	4200
Lowry v. Lexington, (113 Ky. 763)	801, 841, 957, 1013, 1151, 1433, 1490, 1732, 1760, 1794	Lum v. Bowie, (Tex. 1891, 18 S. W. 142)	405, 610, 654, 665
Lowry v. Polk Co. (51 Ia. 50) ..	1130	Lumbard v. Stearns, (4 Cush. Mass. 60)	2529
Lowther v. Bridgeman, (57 W. Va. 208)	2622	Lumber Co. v. Columbia, (42 N. H. 286)	1691
Loyd v. Columbus, (80 Ga. 20) ..	4219	Lumberton v. Co., (144 N. H. 286)	2, 4652
Loss v. New Orleans, (3 La. 427)	1475, 1521	Lumeden v. Cr.	1, 4452
Lozier v. Newark, (48 N. J. L. 452)	1421	Lumeden v. M. 485)	5, 5192
Lucarelli v. Boston Elevated Ry. Co., (Mass. 190 N. E. 623) ..	5757	Lund v. Idaho Wash. 574) ..	6, 2953
Lucas v. Hart, (3 Ia. 415)	2549	Lundbom v. M. 170)	1, 4513
Lucas v. Lottery Comm., (11 Gill & Johns, Md. 490)	2202	Lundeen v. Livingston Electric Light Co., (17 Mont. 32) 1994, 2290	
Lucas v. Macomb, (49 Ill. App. 60)	2222	Lundon v. Chicago, (83 Ill. App. 208)	5722
Lucas v. Tippecanoe, (44 Ind. 524)	536	Lundy v. Sedalia, (163 Mo. App. 212)	5671
Lucas Turner & Co. v. San Francisco, (7 Cal. 463)	821, 4094	Lunkenheimer v. Cincinnati, (23 Ohio Cir. Ct. Rep. 617) 2272, 2297	
Luce v. Carley, (24 Wend. N. Y. 451)	592	Lunt v. Holland, (14 Mass. 149) ..	592
Lucia v. Montpelier, (60 Vt. 527) ..	4294	Luques v. Dresden, (77 Mo. 126) ..	859
Luck v. State, (36 Ind. 16)	340	Lusch v. Odlin, (153 Ill. App. 657)	5617, 5624
Lucker v. Commonwealth, (4 Bush. Ky. 440)	1814	Lush v. Parkersburg, (127 Ia. 701)	5700
Lucking v. Ballantyne, (133 Mich. 534)	5010	Lusk v. Chicago, (176 Ill. 207) ..	4070, 4079, 4016
Ludington Water Supply Co. v. Ludington, (119 Mich. 480) ..	2752, 2753, 2674, 4690, 4723, 4724	Lusk v. Chicago, (211 Ill. 122) ..	4016
Ludlow v. Board of Education of Ludlow, (14 Ky. L. Rep. 305) ..	4695	Luske v. Hotchkiss, (37 Conn. 212)	2179
Ludlow v. Cincinnati Southern R. Co., (73 Ky. 357)	4283	Lutes v. Briggs, (64 N. Y. 404) ..	4126
Ludlow v. Commonwealth, (147 Ky. 706)	5222	Luther v. Saylor, (3 Mo. App. 424)	469
Ludlow v. Fargo, (3 N. D. 435)	5539, 5720	Luther v. Wheeler, (73 S. C. 33) 4024, 4572, 4577, 4582, 5244	
Ludlow v. Froste, etc., (20 Ky. L. Rep. 216)	4220	Luther v. Worcester, (97 Mass. 268)	5698
Ludlow v. Mackintosh, (31 Ky. L. Rep. 224)	4220	Luthy v. Woods, (6 Mo. App. 67)	4167
Ludlow v. Oswego, (25 Hun, N. Y. 240)	2244	Lutien v. Kewaunee, (142 Wis. 242)	5247
Ludlow v. Peck-Williamson H. & V. Co., (116 Ky. 608)	1646	Lutterloh v. Cedar Keys, (15 Fla. 206)	2122, 2912, 3220
Ludlow v. Rector, etc. of St. John's Church, (124 N. Y. S. 75)	3210	Lutterloh v. Fayetteville, (149 N. C. 65)	220, 611
Ludlow v. Richia, (25 Ky. L. Rep. 1581)	1140	Lutz v. Crawfordville, (109 Ind. 466)	2112
Ludlow Corporation v. Tyler, (7 C. & P. 537)	575	Lutz v. Talequah Water Co., (118 Pa. 122)	2599
Ludlow St. Ia ra, (48 N. Y. S. 1046)	2977	Luverne v. Showa, (101 Ala. 259) ..	591
Ludwig v. Western U. Tel. Co., (216 U. S. 146)	2213	Lux & Talbot Stone Co. v. Donaldson, (162 Ind. 421) ..	4150, 4260, 4424, 4560
Lueders v. Tenio, (49 Wash. 521) ..	2247, 2248, 2270	Luxora v. Jonesboro Lake City & E. R. Co., (23 Ark. 275) ..	4622
Luehrman v. Taxing District, (3 Lea, Tenn. 425)	286, 280	Luxton v. North River Bridge Co., (153 U. S. 525)	322, 305
Luening, ex parte, (3 Cal. App. 76)	2224	Luzerne, Ia ra, (1 Lack. Leg. N. 222)	4529
Lufkin v. Galveston, (56 Tex. 522)	1962	Luzerne Water Co. v. Toby Creek Water Co., (142 Pa. St. 568) ..	2411
Lufkin v. Galveston, (53 Tex. 545)	4429	Lybass v. Fort Myers, (56 Fla. 217)	4494
Lufkin v. Galveston, (63 Tex. 437)	4924	Lycoming v. Union, (15 Pa. St. 166)	521, 526
Lufkin v. Haskell, (2 Pick. Mass. 256)	2200	Lyddy v. Long Island City, (104 N. Y. 212) 1038, 2280, 2563, 2592, 2725	
Luke v. Brooklyn, (43 Barb. N. Y. 54)	524, 524, 5406	Lydick v. State, (61 Neb. 209) ..	2971
Luke v. El Paso, (Tex. 60 S. W. 262)	5122, 5581, 5650	Lyford v. Laconia, (75 N. H. 220)	2119, 2177, 2120
Lulling v. Racine, (Fed. Cas. No. 3,603)	4241, 4269	Lyman v. Chicago, (211 Ill. 209)	4521, 4524
		Lyman v. Cicero, (222 Ill. 279) ..	2972, 4001, 4022, 4070
		Lyman v. Edgerton, (39 Vt. 206)	5472

(References are to Pages.)

Lyman v. Kennebunkport, (83 Me. 219) 5100
 Lyman v. Lincoln, (38 Neb. 794) 4206, 4209
 Lyman v. Plummer, (75 Ia. 353) 4438, 4473
 Lyman v. Windsor, (24 Vt. 575) 1166
 Lynam v. Commonwealth, (Ky. 55 S. W. 686) 1040
 Lynch v. Boston, (186 Mass. 148) 5620
 Lynch v. Clarke, (25 R. I. 495) 5525
 Lynch v. Eastern, etc. R. Co., (57 Wis. 430) 4649, 5351
 Lynch v. Erie, (151 Pa. 380) 5752
 Lynch v. Fisk Rubber Co., (Mass. 1911, 95 N. E. 400) 2967
 Lynch v. Forbes, (161 Mass. 302) 846
 Lynch v. Hubbard, (101 Mich. 43) 5593
 Lynch v. Lafland, (44 Tenn. 4 Coldw. 96) 915, 1058, 1059
 Lynch v. Murphy, (119 Mo. 163) 462, 1483, 1484
 Lynch v. New Rochelle, (28 N. Y. S. 962) 5761
 Lynch v. New York, (37 N. Y. S. 798) 2707, 2709
 Lynch v. New York, (76 N. Y. 60) 3938, 4288, 5570, 5571
 Lynch v. North Yakima, (37 Wash. 657) 5391, 5456
 Lynch v. People, (16 Mich. 472) 2129, 2338, 2346, 2392, 2440
 Lynch v. Springfield, (173 Mass. 430) 5514
 Lynchburg v. Slaughter, (75 Va. 57) 4857, 4860, 4938
 Lynchburg v. Wallace, (95 Va. 640) 5610, 5694, 5721
 Lynchburg, etc. R. Co. v. Dameron, (95 Va. 545) 782, 2578, 2579, 4604, 5352, 5353
 Lynde v. Rockland, (66 Me. 309) 1936, 5499
 Lyng v. Michigan, (135 U. S. 161) 1668
 Lynn v. Adams, (2 Ind. 143) 1174
 Lynn v. Chicago, etc. Ry. Co., (75 Mo. 167) 1823, 2093
 Lynn v. Cumberland, (77 Md. 449) 1192
 Lynn v. Nahant, (113 Mass. 433) 282, 700
 Lynn v. State, (33 Tex. Cr. Rep. 153) 1420
 Lyon v. Adamson, (7 Ia. 509) 1176
 Lyon v. Alley, (130 U. S. 177) 4489, 4492
 Lyon v. Board of Fire Com'rs, (53 N. J. L. 92) 5053
 Lyon v. Cambridge, (136 Mass. 419) 5716, 5717
 Lyon v. Commonwealth, (3 Bibb. Ky. 430) 998
 Lyon v. District of Columbia, (20 D. C. 484) 4191
 Lyon v. Elizabeth, (43 N. J. L. 158) 2551, 4944
 Lyon v. Grand Rapids, (121 Wis. 609) 5142, 5750, 5751
 Lyon v. Irish, (58 Mich. 518) 1176
 Lyon v. Jerome, (26 Wend. N. Y. 485) 840
 Lyon v. Logansport, (9 Ind. App. 21) 5687, 5770
 Lyon v. Lorant & Krebs, (3 Ala. 151) 5182
 Lyon v. Receiver of Taxes, (52 Mich. 271) 5018
 Lyon v. Tonawanda, (98 Fed. 361) 4330, 4456, 4560

Lyons v. Cooper, (39 Kan. 324) 2202, 2230
 Lyons v. Lyons Nat. Bank, (8 Fed. 869) 4802
 Lyons v. Munson, (99 U. S. 684) 4816
 Lyons v. New York, (81 N. Y. S. 1079) 1153, 1154
 Lyons v. Syracuse, (101 N. Y. S. 247) 5124
 Lyons v. Watt, (43 Colo. 238) 5763, 5764, 5771
 Lyons v. Wellman, (56 Kan. 285) 2423
 Lyth v. Buffalo, (48 Hun, N. Y. 175) 844, 1503
 Lyth v. Hingston, (48 N. Y. S. 653) 4210, 4206
 Lytle v. Half and Bro., (75 Tex. 128) 448
 Lytle v. Lansing, (147 U. S. 59) 4877, 4884, 4929

M

McAbey's Appeal, (107 Pa. St. 548) 3393
 McAdam v. New York, (36 Hun, N. Y. 340) 1102
 McAdams v. McCook, (71 Neb. 789) 5529
 McAleer v. Angell, (19 R. I. 688) 2570, 2585, 4722
 McAllister v. Clark, (33 Conn. 91) 2106, 2107, 2108, 2392
 McAllister v. Tacoma, (9 Wash. 272) 4086, 4100
 McAllen v. Hamblin, (129 Ia. 329) 781, 2804, 3663, 4367, 4597
 McAllister v. Albany, (18 Ore. 426) 5494
 McAllister v. Bridgeport, (72 Conn. 733) 5737
 McAllister v. Swan, (16 Utah, 1) 1074
 McAlpine v. Chicago Great Western R. Co., (68 Kan. 207) 3334, 3345
 McAndrews v. Collierd, (42 N. J. L. 189) 2035
 McAndrews & Forbes Co. v. Camden, (78 N. J. Eq. 244) 3274, 3325, 3230
 McAndrews v. St. Louis & S. Ry. Co., (88 Mo. App. 97) 1849
 McAntire v. Joplin T. Co., (75 Mo. App. 535) 2368
 McArthur v. Artz, (129 Ill. 352) 2332
 McArthur v. Cheyboygan, (156 Mich. 152) 4860
 McArthur v. Nelson, (81 Ky. 67) 943
 McArthur v. Saginaw, (58 Mich. 357) 5619, 5655
 McAuley v. Boston, (113 Mass. 503) 5697
 McAuley v. Chicago, (22 Ill. 563) 4440
 McAuley v. New York, (67 N. Y. 602) 5510
 McAuliffe v. New Bedford, (155 Mass. 216) 976, 991
 McAuliffe v. Policemen's Pension Fund, (Ky. 115 S. W. 808) 5056
 McAuliffe v. Victor, (15 Colo. App. 327) 5067, 5393, 5455
 McAunich v. Mississippi & M. R. Co., (20 Ia. 338) 474
 McAvoy v. Press Pub. Co., (99 N. Y. S. 1041) 932, 1206
 McBain v. Rodgers, (Miss. 29 So. 91) 5223
 McBean v. Fresno, (112 Cal. 159) 2722, 2724, 3030, 3033, 3036, 4688, 4734
 McBean v. Redick, (96 Cal. 191) 4129

TABLE OF CASES.

5979

(References are to Pages.)

McBean v. San Bernardino, (96 Cal. 183)	4104	McCarter v. Vineland Light & P. Co., (73 N. J. Eq. 703)	3477
McBeth v. Trabue, (69 Mo. 642)	3816	McCarthy, <i>Ex parte</i> , (72 Cal. 384)	2849
McBride v. Akron, (12 Ohio Cir. Ct. 610)	3050, 5558	McCarty v. Bauer, (8 Kan. 237)	1167, 5472
McBride v. Grand Rapids, (47. Wis 236)	1146, 1164, 2718	McCarthy v. Bloomington, (127 Ill. App. 215)	2773
McBride v. Newlin, (129 Cal. 86)	1725	McCarthy v. Boston, (135 Mass. 197)	2864, 5435, 5439, 5476
McBrien v. Grand Rapids, (56 Mich. 95)	4178	McCarthy v. Boston, (188 Mass. 388)	1720, 5293
McBryde v. Montesano, (7 Wash. 69)	4662, 4691	McCarthy v. Chicago, (53 Ill. 38)	1992
McCabe v. Butte, (Mont. 125 Pac. 133)	5742	McCarthy v. Clark, (115 Md. 454)	5489
McCabe v. Fountain, (46 Ind. 380)	2589	McCarthy v. Commonwealth, (110 Pa. St. 243)	418, 472, 499
McCabe v. New York, (176 N. Y. 587)	1142	McCarthy v. Emerson, (202 Mass. 352)	1220
McCabe v. New York, (79 N. Y. S. 176)	1141	McCarthy v. Munising, (136 Mich. 622)	5640, 5663
McCabe v. Rapid Transit Subway Co., (127 Fed. 465)	4167	McCarthy v. New York, (96 N. Y. 1)	1141, 2179
McCabe v. Whitman, (187 Mass. 484)	5660	McCarthy v. Oshawa, (19 U. C. Q. B. 245)	5711
McCafferty v. Glazier, (10 How. Pr. N. Y. 475)	2707	McCarthy v. Pennsylvania Land & Imp. Co., (5 Pa. Super. Ct. 641)	2847
McCafferty v. Steel, (12 Phila. Pa. 236)	4107	McCarthy v. St. Paul, (22 Minn. 527)	4235, 4238, 4258, 4271
McCaffrey v. Albany, (11 Hun. 613)	5526	McCarthy v. Syracuse, (46 N. Y. 194)	2898, 3064
McCaffrey v. Cavanac, (30 La. Ann. 882)	3905	McCarton v. New York, (133 N. Y. S. 939)	5509
McCaffrey v. Omaha, (72 Neb. 588)	3933, 3934, 3988	McCarver, <i>Ex parte</i> , (39 Tex. Crim. Rep. 448)	1575, 1623, 5108
McCaffrey v. Smith, (41 Hun. [N. Y.] 117)	2915	McCash v. Burlington, (72 Ia. 26)	4267
McCaffrey v. Thomas, (4 Penn. Del. 437)	1847, 2125, 2160	McCaskell v. State, (53 Ala. 510)	2267
McCain, <i>In re</i> , (9 S. D. 57)	2705	McCaslan v. Major, (64 S. C. 188)	5283
McCain v. Des Moines, (128 Ia. 381)	654, 4145	McCaughey v. Tripp, (12 R. I. 449)	5410, 5503
McCain v. State, (62 Ala. 138)	522, 707, 1203, 2789, 2791, 2984	McCauly v. Brooks, (16 Cal. 11)	1654
McCaleb v. Dreyfus, (156 Cal. 204)	3914, 4026	McCauley v. Des Moines, (83 Ia. 212)	4182
McCall v. Bryan Mfg. Co., (6 Conn. 428)	1057, 1058	McCausland v. Leuffer, (4 Whart. Pa. 175)	4489
McCall v. California, (136 U. S. 104)	1676	McChesney v. Chicago, (152 Ill. 543)	4348, 4351, 4465, 4479
McCall v. Hancock, (10 Fed. 8)	4873	McChesney v. Chicago, (159 Ill. 223)	1846
McCall v. Rochester, (80 N. Y. S. 766)	4524	McChesney v. Chicago, (161 Ill. 110)	1793
McCallie v. Chattanooga, (3 Head. Tenn. 317)	600, 601, 614, 615, 650, 653, 798	McChesney v. Chicago, (171 Ill. 253)	1704
McCallin, Appeal of, (1 Monag. Pa. 596)	2692	McChesney v. Chicago, (173 Ill. 75)	360, 4020
McCammon & Lang Lumber Co. v. Trinity, etc. R. Co., (Tex. S. W. 247)	3611	McChesney v. Chicago, (188 Ill. 423)	4478
McCammon & Lang Lumber Co. v. Trinity, etc. R. Co., (Tex. Civ. App. 131 S. W. 85)	3400, 3459	McChesney v. People, (200 Ill. 146)	2650
McCann v. Albany, (42 N. Y. S. 94)	4182, 4192	McChesney v. Chicago, (201 Ill. 344)	3975, 3983, 4019, 4046, 4061, 4063, 4066, 4467
McCann v. Bangor, (58 Me. 348)	5623	McChesney v. Chicago, (205 Ill. 611)	4003, 4066
McCann v. Johnson, etc. Co., (69 Kan. 210)	3638	McChesney v. Chicago, (213 Ill. 592)	4064, 4389, 4408
McCann v. New Brunswick, (73 N. J. L. 161)	1205	McChesney v. Chicago, (226 Ill. 238)	4073, 4437
McCann v. Otoe County, (9 Neb. 324)	813, 5155	McChesney v. Chicago, (227 Ill. 450)	4020
McCann v. Waltham, (163 Mass. 344)	5435	McChesney v. Hyde Park, (Ill. 28 N. E. 1102)	4336, 4373
McCarroll v. Kansas City, (64 Mo. App. 283)	5634	McChesney v. Hyde Park, (151 Ill. 624)	4368, 4373, 4377, 4379
McCartan v. Trenton, (57 N. J. Eq. 571)	4166	McChesney v. People, (145 Ill. 614)	4473
McCartee v. Orphan's Ass'n Society, (9 Cowan N. Y. 437)	2489	McChesney v. People, (148 Ill. 221)	4472
McCarter v. Newark, (52 N. J. L. 341)	4472, 4476	McChesney v. People, (171 Ill. 267)	4475

(References are to Pages.)

McChesney v. Syracuse, (22 N. Y. S. 507)	4163	McConoughey v. San Diego, (128 Cal. 366)	5373
McClain, <i>Ex parte</i> , (134 Cal. 110)	2117	McConvill v. Jersey City, (39 N. J. L. 38) 792, 1426, 1428, 1561, 1740,	2052
McClain v. Garden Grove, (82 Ia. 235)	5776	McConville v. St. Paul, (75 Minn. 383)	5203
McClain v. McKisson, (15 Ohio Cir. Ct. Rep. 517)	2685, 5337	McConway v. Philadelphia, (209 Pa. 236)	5700
McClammy v. Spokane, (36 Wash. 339)	5633	McCook v. Parsons, (77 Neb. 132)	5710
McClary v. Lowell, (44 Vt. 116)	5089	McCook Waterworks Co. v. McCook, (85 Neb. 677)	3728, 3729
McClaugherty v. Bluefield Waterworks & Imp. Co., (67 W. Va. 285)	3659	McCool v. Grand Rapids, (58 Mich. 41)	5674
McClaughry v. Hancock County, (46 Ill. 356)	852	McCord v. Jackson, (135 Ga. 176)	4578
McClay v. Lincoln, (32 Neb. 412)	5032	McCord v. Lauterbach, (86 N. Y. S. 503)	2697
McClay v. Philadelphia, (224 Pa. 174)	5746	McCord v. Pike, (121 Ill. 238)	5313
McCleave v. Moncton, (35 N. Brunsw. 296)	5401	McCormack, <i>In re</i> , (60 Barb. N. Y. 128)	4503
McClellan v. District of Columbia, (18 D. C. 94)	4480, 4484	McCormack v. Henderson, (33 Ky. L. Rep. 854)	4379
McClellan v. Pettigrew, (44 La. Ann. 356)	2221	McCormack v. Patchin, (53 Mo. 33)	4330
McClellan v. Reynolds, (49 Mo. 312)	1176	McCormack v. Allegheny City, Fed. Cas. No. 8, 717)	4583
McClelland v. Denver, (36 Colo. 486)	2123	McCormick v. Bay City, (23 Mich. 457)	1377
McClenehan v. Jesup, (144 Ia. 352)	2974, 3304, 3320	McCormick v. Burt, (95 Ill. 263)	5085
McClesky v. State, (4 Tex. Civ. App. 322)	620	McCormick v. Calhoun, (30 S. C. 93)	1863
McCless v. Meekins, (117 N. C. 34)	1649	McCormick v. Columbia Electric Street R., etc. Co., (85 S. C. 455)	1410
McCloskey v. Albany, (7 Hun. N. Y. 472)	2606, 2738	McCormick v. Jester, (53 Tex. Civ. App. 306)	357
McCloskey v. Chamberlin, (37 N. J. L. 388)	4368, 4371	McCormick v. Kansas City, etc., R. Co., (57 Mo. 433)	4286
McCloskey v. Kreling, (76 Cal. 511)	1472, 1726, 2063, 2065	McCormick v. Moore, (134 Mo. App. 669)	4312
McCloskey v. Moles, (19 R. I. 297)	5661	McCormick v. Niles, (81 Ohio St. 246)	2700
McCloskey v. Pacific Coast Co., (160 Fed. 794)	3226	McCormick v. People, (139 Ill. 499)	773
McCotter v. New York, (37 N. Y. 325)	2611	McCormick v. Robin, (126 La. 594)	5742
McCloud v. Columbus, (54 Ohio St. 439)	2632	McCormick v. St. Louis, (166 Mo. 315)	4163
McCloy v. St. Louis, (6 Mo. App. 603)	944, 1163	McCormick v. South Park Com'rs., (150 Ill. 516)	2830
McClung v. Livesay, (7 W. Va. 329)	5363, 5373	McCormick v. Thatcher, (8 Utah 294)	933
McClure v. LaPlata Commissioners, (19 Colo. 122)	1179	McCormick v. Washington Tp., (112 Pa. St. 185)	270
McClure v. Oxford Tp., (94 U. S. 429)	4804, 4882	McCormick v. Weaver, (144 Mich. 6)	2953
McClure v. Red Wing, (28 Minn. 186)	5527	McCormick v. West Duluth, (47 Minn. 272)	4840
McClure v. Sparta, (84 Wis. 269)	5768	McCormick's Estate v. Harrisburg, (129 Pa. 213)	4457
McClure v. Wells, (46 Mo. 311)	950	McCormick Harvesting Machine Co. v. Fields, (90 Minn. 161)	2534
McCollum v. Adams, (Tex. Civ. App. 110 S. W. 526)	5073	McCortle v. Bates, (29 Ohio St. 419)	1267
McCollum v. Uhl, (128 Ind. 304)	4497	McCoull v. Manchester, (85 Va. 579)	5706
McComb v. Bell, (2 Minn. 295)	4327, 4568	McCourt v. Beam, (42 Ore. 41)	1293
McCombs v. Akron, (15 Ohio 474)	4230	McCourt v. Covington, (143 Ky. 484)	5685
McCombs v. Pittsburg, (194 Pa. St. 348)	4280	McCoy, <i>In re</i> , (10 Cal. App. 116)	2229
McCombs v. Stewart, (40 Ohio St. 647)	3169, 3175	McCoy v. Briant, (53 Cal. 247)	5352
McConihe v. State, (17 Fla. 238)	451, 452, 453, 493	McCoy v. Chillicothe, (8 Ohio 370)	5362
McConnell v. Dewey, (5 Neb. 385)	1175	McCoy v. Cloverdale, (31 Ind. App. 331)	599, 627, 641, 642, 645, 647, 648
McConnell v. Hamm, (16 Kan. 228)	4821, 4868		
McConnell v. McKillip, (71 Neb. 712)	1618		
McConologue v. McCaffre, (60 N. Y. S. 279)	2295		
McConoughey v. Jackson, (101 Cal. 265)	5137, 5138		

TABLE OF CASES.

5981

(References are to Pages.)

McCoy v. Curtice, (9 Wend. N. Y. 17)	1304	McCurdy v. Ballard, (42 Wash. 697)	4453
McCoy v. Omaha, (Neb. 1911, 129 N. W. 429)	2639	McCurdy v. Lawrence, (15 Kan. 133)	4011
McCoy v. Philadelphia, etc., R. Co., (5 Houst. Del. 599)	2094	McCutcheon v. Homer, (48 Mich. 483)	5593
McCoy v. Randall, (222 Mo. 24)	2683, 4034	McCutcheon v. Pacific R. Co., (72 Mo. App. 271)	4396, 4397
McCoy v. Utica, (128 N. Y. S. 60)	5685	McCutcheon v. People, (69 Ill. 601)	2397
McCoy v. Wichita, (86 Kan. 943)	5747	McCutchen v. Windsor, (55 Mo. 149)	1163
McCracken v. Hayward, (2 How. U. S. 608)	1649	McCutchon & City of Toronto, <i>In re</i> , (22 Up. Can. Q. B. 613)	1548, 1575
McCracken v. Lavalley, (41 Ill. App. 573)	1176, 1183	McDade v. Chester, (117 Pa. St. 414)	5421, 5447
McCracken v. Moody, (33 Ark. 81)	1654	McDaniel v. Columbus, (91 Ga. 462)	3121
McCracken v. San Francisco, (16 Cal. 591) 820, 1299, 1304, 1307, 1538, 2531, 2533, 2549, 2550, 2608,	4705	McDaniel v. Mace, (47 Ia. 509)	3227
McCracken v. Soucy, (29 Ill. App. 619)	1182	McDaniel v. Springfield Water-works Co., (48 Mo. App. 273)	3577, 3689
McCrary v. Beaudry, (67 Cal. 120)	3573	McDermond v. Kennedy, (6 Pa. Law. J. 66)	4967
McCray v. United States, (195 U. S. 27)	2232	McDermott v. Board of Street & Water Com'rs., (56 N. J. L. 273)	2685, 2697
McCray v. Fairmont, (46 W. Va. 442)	4262, 4283	McDermott v. Boston, (133 Mass. 349)	5390
McCrea v. Billingslea, (89 Md. 767)	5293	McDermott v. Kenny, (45 N. J. L. 251)	1499, 1501
McCrea v. Roberts, (89 Md. 238)	5293	McDermott v. Kingston, (19 Hun. N. Y. 198)	5638
McCready v. Guardians, etc., (9 Serz. & R. Pa. 94)	1299, 1303	McDermott v. Lewistown, (92 Ill. App. 474)	2145
McCready v. Virginia, (94 U. S. 391)	1638	McDonald v. Louisville, (24 Ky. L. Rep. 271)	536
McCreary v. State, (73 Ala. 480)	1748	McDermott v. Louisville, (98 Ky. 50)	430, 1054, 1058
McCredie v. Buffalo, (2 How. Pr. N. S. N. Y. 336)	1112	McDermott v. Sinking Fund Com'rs. of Jersey City, (69 N. J. L. 575)	4923
McCreight v. Zemp, (49 S. C. 78)	4651	McDevitt v. Jersey City, (77 N. J. L. 375)	1141
McCrickart v. Pittsburg, (88 Pa. St. 133)	5033, 5202	McDevitt v. People's Natural Gas Co., (160 Pa. St. 367)	3650
McCrillis v. Copp, (31 Fla. 100)	5462	McDonald v. Alcona County, (91 Mich. 459)	5219
McCrorey v. Garrett, (109 Va. 645)	2906	McDonald v. Ashland, (78 Wis. 251)	5639
McCrowell v. Bristol, (5 Lea. Tenn. 685)	5446	McDonald v. Butler, (10 Ga. App. 845)	5442
McCrowell v. Bristol, (89 Va. 652)	3911, 4353	McDonald v. Cincinnati, (4 Ohio N. P. 253)	3032
McCruden v. Rochester Ry. Co., (25 N. Y. C. 114)	3620	McDonald v. Conniff, (99 Cal. 386)	4414, 4481
McCubbin v. Atchison, (12 Kan. 166)	4139, 4140	McDonald v. Covington, (5 Ky. L. Rep. 613)	5035
McCulley v. Elizabeth, (66 N. J. L. 555)	672, 821, 1396	McDonald v. Degnon-McLean Cont. Co., (109 N. Y. S. 519)	5675, 5714
McCulloch v. Maryland, (4 Wheat. U. S. 316)	67, 298, 1610	McDonald v. Denton, (Tex. Civ. App. 132 S. W. 823)	2109, 2192
McCulloch v. State, (11 Ind. 424)	1527	McDonald v. Dodge, (97 Cal. 112)	1499, 4061
McCullom v. Louisville, (7 Ky. L. Rep. 685)	5011, 5029	McDonald v. Duluth, (93 Minn. 206)	5428, 5720
McCullough v. Board of Education, (51 Cal. 418)	3144	McDonald v. English, (85 Ill. 232)	2948, 2949
McCullough v. Brown, (41 S. C. 220)	879	McDonald v. Franklin County, (2 Mo. 217)	1175
McCullough v. Brooklyn, (23 Wend. 458)	5263	McDonald v. Hearst, (95 Fed. 656)	2309
McCullough v. Campbellsport, (123 Wis. 334)	4009	McDonald v. Lane, (80 Ga. 497)	1831, 5037
McCullough v. Commonwealth, (67 Pa. St. 30)	2320	MacDonald v. Lane, (49 Ore. 530)	1161
McCullough v. Philadelphia, (32 Pa. Super. Ct. 109)	5509	MacDonald v. Lochrane, (51 J. P. 629)	1592
McCullough v. Virginia, (172 U. S. 102)	1650	MacDonald v. Newark, (55 N. J. L. 267)	1228
McCully v. Board of Education, (63 N. J. L. 18)	701		
McCumber v. Waukesha Co., (91 Wis. 442)	1114, 1116, 1137		
McCune v. McKeesport, (30 Pittsb. Leg. J. 145)	4293		
McCune v. Norwich City Gas Co., (30 Ky. 521)	3572, 3784		

(References are to Pages.)

McDonald v. Littlefield, (16 D. C. 574)	4435	McEvoy v. Sault Ste. Marie, (186 Mich. 172) 5593, 5635, 5677, 5723	
McDonald v. Louisville, (113 Ky. 425)	4962	McEwan v. Spokane, (16 Wash. 212)	4551
McDonald v. Marquette Circuit Judge, (159 Mich. 367)	3114	McEwan v. West Hoboken, (58 N. J. L. 512)	1117, 1120
McDonald v. Mezes, (107 Cal. 492)	4466	McEwen v. Gilker, (38 Ind. 233) 2631, 4042	
McDonald v. Murphree, (45 Miss. 705)	5362, 5365	McEwen v. Taylor, (4 Greene, Ia. 532)	896
McDonald v. New York, (62 N. Y. S. 72)	4199	McFadden v. Jewell, (119 Ia. 321) 1137, 5417	
McDonald v. New York, (68 N. Y. 23) 2623, 2609, 2621, 2623, 2632		McFadden v. Los Angeles County Sup'rs., (74 Cal. 571)	3706
McDonald v. New York, (85 N. Y. S. 1096)	4204	McFadin v. San Antonio, (22 Tex. Civ. App. 140)	5445, 5495
McDonald v. New York, (32 Hun. N. Y. 89)	939	McFall v. Barnwell County, (57 S. C. 294)	5739
McDonald v. Newark, (58 N. J. Eq. 136) 2133, 2912, 2918, 2954		McFall v. Austin, (1 White & W. Texas Civ. App. Cas. 450) 1121, 1148, 1130	
McDonald v. Newark, (58 N. J. L. 12)	1125	McFall v. St. Louis, (232 Mo. 716) 2218, 2915	
McDonald v. Patterson, (54 Cal. 254)	4010	McFarlain v. Jennings, (106 La. 541)	794, 1723
McDonald v. People, (206 Ill. 624)	4520	McFarlan v. Tritton Insurance Co., (4 Denio, N. Y. 392)	1369
McDonald v. Redwing, (13 Minn. 38)	1892, 3098, 5461	McFarland v. Crary, (6 Wend. N. Y. 297)	1303
McDonald v. St. Paul, (32 Minn. 308)	2834, 5659, 5679	McFarland v. Gordon, (70 Vt. 455)	1114, 1123, 1163
McDonald v. Schneider, (27 Mo. 405)	2527	McFarland v. Muscatine, (98 Ia. 199)	5125
McDonald v. Stark, (176 Ill. 456) 3228, 3306		McFarland v. United States, (18 App. Cas. 554)	5295
McDonald v. State, (81 Ala. 279) 2279		McFarlane v. Boston Elev. Co., (194 Mass. 183)	5712
McDonald v. Toledo, (63 Fed. 60) 5683		McFarlane v. Chicago, (185 Ill. 242)	4364, 4379
McDonald v. Toledo Consolidated R. Co., (74 Fed. 104)	1409	McFarlane v. Kerr, (10 Bos. N. Y. 249)	884
McDonnell v. Gillon, (134 Cal. 329)	4027	McFeeters v. New York, (92 N. Y. S. 19)	5715, 5729
Macdonnell v. International, etc. R. Co., (60 Tex. 590)	898	McFern v. Gardner, (121 Mo. App. 1)	2037
McDonough's Executors v. Murdock, (15 How. U. S. 367) 2500, 2482, 5102		McFerran v. A. loway, (14 Bush. Ky. 580)	4997, 5040
McDonough v. Robbins, (60 Mo. App. 156)	1949	McGahey v. Virginia, (135 U. S. 662)	1637, 1650
McDonough v. Virginia City, (6 Nev. 90)	5589	McGann v. Harris, (114 Ill. App. 308)	1099, 1718
McDougal v. Brazil, (83 Ind. 211) 5000		McGann v. People, (194 Ill. 526) 2925, 5270	
McDougal v. Hennepin County, (4 Minn. 184)	5223	McGar v. Bristol, (71 Conn. 652) 4238, 4239, 4255, 4273, 4276	
McDowell v. Avon-By-The-Sea Land & Imp. Co., (71 N. J. Eq. 109)	3581	McGarey v. New York, (85 N. Y. S. 861)	5671
McDowell v. People, (204 Ill. 499) 3963, 4069, 5632, 5774		McGarry v. Loomis, (63 N. Y. 104)	5646
McDowell v. United States, (159 U. S. 596)	1052	McGarry v. New York County, (30 N. Y. Super. Ct. 464)	5187
McEachin v. Tuscaloosa, (164 Ala. 263)	2867, 3105	McGarty v. Deming, (51 Conn. 422)	309, 2426
McElhany v. McHenry, (26 Mo. 174)	1550, 2209	McGarvey v. Swan, (17 Wyo. 120) 773, 4327, 4337, 4371, 4433	
McElhinney v. Superior, (32 Neb. 744)	1106, 1109, 4614, 5355	McGary v. Lafayette, (4 La. Ann. 440)	5479
McElhone v. McManes, (118 Pa. St. 600)	3319	McGavock v. Omaha, (40 Neb. 64)	1395
McElroy v. Albany, (65 Ga. 387) 5063		McGear v. Woodruff, (33 N. J. L. 213)	2338, 2362
McElroy v. Kansas City, (21 Fed. 257)	4222, 4300	McGee, Appeal of, (114 Pa. St. 470)	517, 2993, 3427
McElroy v. Manhattan R. Co., (39 N. Y. S. 497)	3626	McGee v. Avondale, (7 Ohio Cir. Ct. R. 246)	4049
McEnaney v. Butte, (43 Mont. 526)	5693, 5726	McGee-Fenstermacher v. Avondale, (31 Wkly. Law Bul. 163) 4230	
McEnaney v. Sullivan, (125 Ind. 407)	3990, 4060, 4294, 4296, 4297, 4305, 4308, 4433	McGee v. Larramore, (50 Mo. 425) 1176	
McEniry v. Tri-City R. Co., (254 Ill. 99)	3375	McGee v. San Jose, (Cal. 7 Pac. 189)	4185
McEntee v. Kingston Water Co., (165 N. Y. 27)	3573, 3783	McGee v. State, (103 Ind. 444) .. 5280	
		McGehee v. Mathis, (21 Ark. 40) 4327	

TABLE OF CASES.

5983

(References are to Pages.)

McGehee v. Woodville, (59 Miss. 648)	2580	McGregor v. Boyle, (34 Ia. 268)...	2946	
McGehee & Hatcher v. Columbus, (69 Ga. 581)	5082	McGregor v. Cook, (4 Willson Tex. Civ. Ct. App. § 141)	5187	
McGhee v. State, (92 Ga. 21)	2221	McGregor v. Logansport, (79 Ind. 166)	1104	
McGill v. Hedges, (62 Wash. 274)	4985, 4991	McGregor v. Lovington, (48 Ill. App. 202) 1613, 1842, 2163, 2431,	2435	
McGill v. State, (34 Ohio St. 228) 303, 451, 454, 455, 470,	707	McGregor v. McGregor Branch of State Bank, (12 Ia. 79)	4993	
McGillie v. Corby, (37 Mont. 249)	820, 1118	McGrew v. Elmwood Place, (6 Ohio C. Dec. 106)	4617	
McGillivray v. Barton, Dist. Tp. (96 Ia. 629)	5145	McGrew v. Kansas City, (64 Kan. 61)	4386, 4394, 4412	
McGillivray v. Joint School Dist., 112 Wis. 354)	2621	McGrew v. Stewart, (51 Kan. 185)	648, 654, 2799	
McGilver v. Lewiston, (13 Idaho 338)	3979, 4649	McGuigan v. Belmont, (89 Wis. 637)	2275	
McGinness v. New York, (26 Hun. N. Y. 142)	803, 5139, 5149	McGuinn v. Peri, (16 La. Ann. 326)	3989	
McGinness v. New York, (52 How. Pr. N. Y. 450)	5149	McGuinness v. Allison Realty Co., (93 N. Y. S. 267)	5501	
McGinnis v. Hyman, (117 N. Y. S. 202)	5751	McGuinness v. New York City, (52 How. Pr. N. Y. 450)	4615	
McGinnis v. Medway, (176 Mass. 67)	5423	McGuinness v. Worcester, (160 Mass. 272)	5693, 5754	
McGinnis v. St. Louis, (157 Mo. McGinniss v. San Jose, (153 Cal. 711)	3438, 3778	McGuire v. Atlantic City, (63 N. J. L. 91)	2458	
McGinnis v. State, (9 Humph. Tenn. 43)	556	McGuire v. Baker City, (27 Or. 340)	1141	
McGinty v. Keokuk, (66 Ia. 725)	5754	McGuire v. Brockman, (58 Mo. App. 307)	4327	
McGlue v. Philadelphia, (10 Phila. 348)	4615, 4637	McGuire v. Dist. of Columbia, (24 App. Cas. D. C. 22)	2806	
McGlynn v. Toledo, (22 Ohio Cir. Ct. 34)	4120, 4468	McGuire v. East Cleveland, (25 Ohio Cir. Ct. Rep. 497) 3930, 4060, 4291,	4303	
McGonigale v. Defiance, (140 Fed. 621)	3681	McGuire v. Rapid City, (6 Dak. 346)	3041, 3044, 4163	
McGonigle v. Alleghany, (44 Pa. 188)	4454, 4463	McGuire v. Spence, (91 N. Y. 303)	5646	
McGoodwin v. Franklin, (18 Ky. L. Rep. 752)	4671	McGunnigle v. Washington, (2 Cranch C. C. 460)	2320	
McGorie v. McAdoo, (99 N. Y. S. 47)	5060	McGurn v. Board of Education, (133 Ill. 122)	371, 1483	
McGough v. Bates, (21 R. I. 213)	5390	McHale v. Easton & B. Transit Co., (169 Pa. St. 416) 3391, 3427, 3940, 4288, 4293,	4295	
McGough v. New York, (82 N. Y. S. 117)	1114	McHarge v. M. M. Newcomer & Co., (117 Tenn. 595)	1996, 2905	
McGourin v. De Funiak Springs, (51 Fla. 502)	3259, 3270, 4293	McHenry, <i>Es parte</i> , (Tex. Cr. App. 103 S. W. 390)	1864	
McGourty v. De Marco, (200 Mass. 57)	2967	McHenry v. Parkersburg, (66 W. Va. 533)	5578	
McGovern v. Board of Public Works, (57 N. J. L. 580)	2702	McHenry v. Salvage, (99 Ky. 232)	4356, 4510	
McGovern v. Loder, (N. J. 20 Atl. 209)	4144	McHenry v. Sneer, (56 Ia. 649)	1185	
McGovney v. Melrose Park, (241 Ill. 142)	1149	McHugh v. Inter-State Pav. Co., (106 N. Y. S. 165)	5749	
McGowan v. Boston, (170 Mass. 384)	5660	McHugh v. New York, (52 N. Y. S. 623)	5179	
McGowan v. Windham, (25 Conn. 86)	861, 1981	McHugh v. St. Louis Transit Co., (190 Mo. 85)	1465, 1596	
McGown, <i>In re</i> , (18 Hun. N. Y. 484)	4371	McHugh v. St. Paul, (67 Minn. 441)	5664, 5717	
McGrath v. Bloomer, (73 Wis. 29)	5691	McHugh v. San Francisco, (132 Cal. 381)	4816, 4925	
McGrath v. Chicago, (24 Ill. App. 19)	707, 1608	McIlhenney v. Wilmington, (127 N. C. 146)	5063, 5400, 5491	
McGrath v. Grout, (171 N. Y. 7)	4710	McIlhenney v. Philadelphia, (214 Pa. 44)	5744	
McGrath v. St. Louis, (215 Mo. 191)	5486, 5487, 5490	McIlhinny v. Trenton, (148 Mich. 380)	2909	
McGrath v. Shelbyville, (13 Ky. L. Rep. 588)	4433, 4500	McInerney v. Denver, (17 Colo. 302)	473, 1392, 1551, 1554, 1865, 2296, 2361, 2363, 2367,	2374
McGraw v. District of Columbia, (3 App. D. C. 405)	5524	McInerney v. Huelefeld (116 Ky. 28)	303, 835	
McGraw v. Friend & Terry Lumber Co., (120 Cal. 574)	5754	McInerney v. Reed, (23 Ia. 410)	4543, 4554	
McGraw v. Marion, (98 Ky. 673)	799, 5064, 5394, 5446	McInery v. Galveston, (58 Tex. 384)	1138, 1151	
McGraw v. Whitson, (69 Ia. 348)	1329, 1333, 1341, 1408			
McGregor v. Bayles, (19 Ia. 43)	464, 476, 773			

(References are to Pages.)

McInery v. St. Joseph, (45 Mo. App. 296) 4264,	5574	McKenzie v. Gilmore, (98 Cal. xviii) 3312	
McIntee v. Middletown, (81 N. Y. S. 124) 5580		McKenzie v. McClellan, (116 N. Y. S. 645) 2209, 2236, 2243,	2245
McIntire v. Williamson, (8 Kan. App. 711) 4988		McKenzie v. Newton, (89 Ark. 564) 2053, 2054	
McIntosh v. Nome, (1 Alaska, 492) 2983,	3226	McKenzie v. Wooley, (39 La. Ann. 944) 1500, 1501, 1525, 4606, 4649,	4950
McIntyre v. El Paso County, (15 Colo. App. 78) 2515, 2534, 2537, 2545, 3333,	5315	McKernan v. Indianapolis, (38. Ind. 223) 4015	
McIntyre v. Kalamazoo, (154 Mich. 301) 5689		McKevitt v. Hoboken, (45 N. J. L. 482) 3020,	4372
McIntyre v. Perkins, (9 Phila. 484) 5356		McKibbin v. Ft. Smith, (35 Ark. 352) 2077,	5058
McIntyre v. White Creek, (43 Wis. 620) 4524		McKim v. Philadelphia, (217 Pa. 243) 516, 3377,	5673
McKannay v. Horton, (151 Cal. 711) 1070		McKinley v. Philadelphia, (6 Phila. Pa. 123) 1990	
McKay v. Buffalo, (9 Hun. N. Y. 401) 5065		McKinney v. Alton, (41 Ill. App. 508) 2264	
McKay v. Enid, (26 Okla. 257) 2957, 3391, 3514, 3531,	3596	McKinney v. Brown, (Tex. 81 S. W. 88) 5611,	5687
McKay v. New York, (62 N. Y. S. 58) 4200		McKinney v. Duncan, (121 Tenn. 265) 3196,	3224
McKay v. Salt Lake City, (29 Utah, 247) 5629		McKinney v. O'Connor, (26 Tex. 5) 921	
McKean v. Mt. Vernon, (51 Ia. 306) 634, 661,	2834	McKinsey v. Bowman, (58 Ind. 88) 1660	
McKean v. Young, (11 Pa. Super. Ct. 481) 805		McKinstry v. Tuscaloosa, (Ala. 54 So. 629) 2352	
McKechnie Brewing Co. v. Canandaigua, (44 N. Y. S. 317) 4426		McKissick v. Mt. Pleasant Tp. (48 Mo. App. 416) 1344,	2735
McKee v. Grand Rapids, (137 Mich. 200) 5557		McKivor v. Savage, (60 Wash. 135) 4169	
McKee v. Greensburg, (160 Ind. 378) 415		McKnight v. Broadway Inv. Co., (Ky. 145 S. W. 377) 3636	
McKee v. McKee, (8 B. Mon. Kv. 433) 1432,	1549, 1897, 2050, 2053, 2057,	McKnight v. New York, (185 N. Y. 35) 5165	
McKee v. New York, (120 N. Y. S. 149) 5729		McKnight v. Pittsburg, (91 Pa. St. 273) 4516	
McKee v. Pendleton, (162 Ind. 667) 4005, 4011		McKnight v. Seattle, (39 Wash. 516) 5624	
McKee v. Peters, (142 Mo. App. 286) 2886,	5690	McKnight v. Senola, (115 Ga. 915) 927,	4672
McKee v. Pittsburg, (7 Pa. Super. Ct. 387) 4271,	4272	McKnight v. Toronto, (3 Ont. Rep. 284) 1949,	1952
McKee v. Spiro, (107 Mo. 452) 4569.		McKone v. Warsaw, (187 N. Y. 336) 5605,	5674
McKee Land, etc. Co. v. Swikehard, (51 N. Y. S. 399) 4385		McKusick v. Stillwater, (44 Minn. 372) 1520, 4313,	4431
McKee Land, etc. Co. v. Williams, (71 N. Y. S. 1141) 4385		McLaren v. New York, (1 Daly, N. Y. 243) 1928	
McKeesport v. Citizens' Pass. Ry. Co., (2 Pa. Super Ct. 249) 3532		McLaughlin v. Chicago, (198 Ill. 518) 4046	
McKeesport v. Fidler, (147 Pa. St. 532) 4540		McLaughlin v. Kelly, (230 Pa. 251) 5620	
McKeesport v. Harrison, (27 Pittsb. Leg. J. 57) 4529		McLaughlin v. Newark, (57 N. J. L. 298) 671	
McKeesport v. Mayhugh, (14 Pa. Dist. Rep. 224) 1906		McLaughlin v. Shelby Twp. (52 Ind. 114) 5075	
McKeesport v. McKeesport, etc. R. Co., (158 Pa. St. 447) 3462		McLaughlin v. South Bend, (126 Ind. 471) 1675	
McKeesport v. McKeesport, etc. R. Co., (2 Pa. Super. Ct. 242) 843,	3466	McLaughlin v. Stephens, (2 Cranch C. C. 148) 1867,	1873
McKeesport v. Pittsburg, etc. R. Co., (213 Pa. 542) 60		McLauren v. Grand Forks, (6 Dak. 397) 4030,	4518
McKeesport v. Soles, (178 Pa. St. 363) 4394		McLaury v. McGregor, (54 Ia. 717) 5755	
McKeesport Borough v. Leezer, (12 Pa. Co. Ct. R. 537) 4542		McLean v. Bloomington, (106 Ill. 269) 4377	
McKeigue v. Janesville, (68 Wis. 50) 5723		McLean v. Brush Electric Light Co., (8 Ohio Dec. 619) 3390	
Mackellar v. Detroit, (57 Mich. 158) 5702		McLean v. East St. Louis, (222 Ill. 510) 1304,	1336
McKenna, <i>Ex parte</i> , (126 Cal. 429) 1597, 1605, 1910, 2224,	2457	McLean v. Humphreys, (104 Ill. 378) 5095, 5107,	5108
McKenna v. St. Louis, (6 Mo. App. 320) 1531, 5069, 5400, 5402,	5457	McLean v. Lewistown, (8 Idaho, 472) 5622	
McKennie v. Charlottesville, etc. R. Co., (110 Va. 70) 2577, 5147,	5152	McLean v. Llewellyn Iron Works, (2 Cal. App. 346) 2939	

TABLE OF CASES.

5985

(References are to Pages.)

McLean v. Mathews, (7 Ill. App. 599) 1929
 McLean v. North St. Paul, (73 Minn. 146) 5871
 McLean v. Valley, (74 Fed. 389) 4880
 McLeansboro v. Lay, (29 Ill. App. 478) 5604
 McLeansboro v. Trammel, (109 Ill. App. 524) 5627
 MacLear v. Newark, (77 N. J. L. 712) 1146
 McLellan v. Marine, (98 Md. 53) 1216, 1217
 McLellan v. Young, (54 Ga. 399) 5225, 5226
 McLemore v. McNeley, (56 Mo. App. 556) 2809, 2810
 McLemore v. West End, (159 Ala. 235) 5620, 5773
 McLenan v. Chicago, (218 Ill. 62) 4027, 4048, 4063
 McLendon v. LaGrange, (107 Ga. 356) 726
 McLendon v. State, (92 Tenn. 520) 1186
 McLeod v. Spokane, (26 Wash 346) 5611
 McLeod & Town of Kincardine, *In re*, (38 Up Can. Q. B. 617) 1543
 Maclin v. Newbern, (70 N. C. 12) 2478
 McLoud v. Selby, (10 Conn. 390) 278, 284, 356, 5074
 McLoughlin v. Miller, (124 N. Y. 510) 4433
 McLoughlin v. Philadelphia, (142 Pa. 80) 5669
 McMahon v. Council Bluffs, (12 Ia. 268) 2833
 McMahon v. Dubuque, (107 Ia. 621) 5433
 McMahon v. New Orleans, (52 La. Ann. 1226) 5339
 McMahon v. Pacific Express Co., (132 Mo. 641) 1854
 McMahon v. Savannah, (66 Ga. 217) 299, 719, 914
 McMakin v. Cincinnati, (7 Ohio N. P. 203) 4371
 McMannis v. Butler, (49 Barb. N. Y. 176) 2816
 McMannis v. Butler, (51 Barb. N. Y. 436) 3344
 McManus v. Board of Police Com'rs., (73 N. J. L. 307).... 976
 McManus v. Brooklyn, (5 N. Y. S. 424) 1125
 McManus v. Hornaday, (99 Ia. 507) 4041, 4363, 4500
 McManus v. People, (133 Ill. 391) 4074, 4808
 McManus v. Petoskey, (164 Mich. 390) 2578, 4590, 5338, 5360
 McManus v. Philadelphia, (201 Pa. 632) 4168
 McManus v. Philadelphia, (211 Pa. St. 394) 4179
 McManus v. Scheele, (116 La. 72) 1109
 McManus v. Watertown, (84 N. Y. S. 638) 5726
 McManus v. Weston, (164 Mass. 263) 5434
 McMaster v. Waynesboro, (122 Ga. 231) 834, 3671, 5354
 McMasters v. Commonwealth, (3 Watts. Pa. 292) 4335
 McMath v. Parsons, (26 Minn. 246) 2324, 2330
 McMichael v. Inter-County St. Ry. Co., (167 Pa. St. 126) 1502
 McMickle v. Hardin, (25 Tex. Civ. App. 222) 349
 6 McQ. 41

McMillan v. Butte, (30 Mont. 220) 4004, 4404
 McMillan v. Fond du Lac, (139 Wis. 367) 5854
 McMillan v. Klaw & Erlanger Co., (107 App. Div. N. Y. 407) 2842, 2843, 2880, 2892
 McMillan v. Portage La Prairie, (11 Manitoba Rep. 216) 1425
 McMillan v. Sprague, (4 How. U. S. 647) 1660
 McMillan v. Sun Life Insurance Co., (4 Scots L. T. 98) 2039
 McMillan v. Tacoma, (26 Wash. 358) 4497
 McMillen v. Boyles, (6 Ia. 304) 1539, 4870
 McMillen v. Columbia, (122 Mo. App. 34) 4262
 McMillen v. Terrell, (23 Ind. 163) 2328
 McMillin v. Neeley, (66 W. Va. 496) 995, 1299
 McMillin v. Richards, (45 Neb. 786) 1057, 5280
 McMinn v. Karter, (116 Ala. 390) 868
 McMinn Academy v. Reneau, (2 Swan, Tenn. 94) 573
 McMinnville v. Howenstine, (56 Ore. 451) 3086
 McMinnville v. Stroud, (109 Tenn. 569) 2294, 2317, 2318, 2319, 2419
 McMullin v. Chicago, (92 Ill. App. 331) 5682, 5713
 McMullen v. Hoffman, (174 U. S. 639) 2712
 McMullen v. Ingham, (120 Mich. 608) 4925
 McMullen v. Middletown, (187 N. Y. 37) 5725
 McMurray v. Baltimore, (54 Md. 103) 890, 3283
 McMurray v. Hayden, (13 Colo. App. 51) 4186
 McNair, *Es parte*, (13 Neb. 195) 1437
 McNair v. Ingelbritgisen, (36 Wash. 186) 4556
 McNally v. Cohoes, (127 N. Y. 350) 5725
 McNally v. Cohoes, (6 N. Y. S. 842) 5725
 McNamara v. Estes, (22 Ia. 246) 4351
 McNaughton v. Elkhart, (85 Ind. 384) 1993, 5633
 McNaughton v. McGill, (20 Mont. 124) 1665
 McNay v. Lowell, (41 Ind. App. 627) 2752, 2773
 McNeal v. Gloucester City, (51 N. J. L. 444) 5184
 McNeal v. Waco, (89 Tex. 83) .. 4620
 McNeill v. Boston, (178 Mass. 326) 3253, 5509
 McNeill v. State, (29 Tex. App. 48) 1560
 McNeill v. Chicago, (212 Ill. 481) 1164
 McNeill v. Southern Ry. Co., (202 U. S. 543) 1693
 McNelle, *In re*, (95 N. Y. S. 146) 1005
 McNiff v. Waterbury, (82 Conn. 43) 1241, 1247, 5053
 McNulty v. Connew, (50 Ind. 569) 2293
 McNulty v. New York, (168 N. Y. 117) 5180
 McNulty v. Toopf, (116 Ky. 202) 1463, 1488, 1744, 2123
 McNulty v. Wilson, (4 Stroub. S. C. 231) 2293
 McPhee, etc. R. Co. v. Union Pacific R. Co., (158 Fed. 5) 1746, 3362, 3366, 3367, 3369

(References are to Pages.)

McPherson v. Chebanse, (114 Ill. 46)	792, 1419, 1803, 1865, 1873, 1897, 2127, 2172	
McPherson v. District of Columbia, (7 Mackey, D. C. 564) ..	5636	
McPherson v. Foster, (43 Ia. 48)	4747, 4868, 4883, 4932, 4934, 4935, 4992	
McPherson v. New York, (204 N. Y. 430)	5502	
McPherson v. Nichols, (48 Kan. 430)	802, 1814, 2575	
McPherson v. State, (23 Ga. 478) ..	2394	
McPike v. Alton, (187 Ill. 62)	1774, 4095	
McPike v. Pew, (48 Mo. 525) ..	5361	
McQuarter v. St. Joseph, (134 Mo. App. 640)	4225, 4226, 4249	
McQueen v. Elkhart, (14 Ind. App. 671)	5696	
McQuiddy v. Brannock, (70 Mo. App. 535) 2768, 4131, 4146, 4149, 4488		
McQuiddy v. Smith, (67 Mo. App. 205)	4265, 4380	
McQuiddy v. Vineyard, (60 Mo. App. 610)	845, 846, 1323	
McRae v. Americus, (59 Ga. 168)	1859, 1876	
McRae v. Hogan, (39 Wis. 529) ..	451, 454	
McReynolds v. Broussard, (18 Tex. Civ. App. 409)	3319	
McRickard v. Flint, (114 N. Y. 222)	1853	
McRoberts v. Sullivan, (67 Ill. App. 435)	1910	
McRoberts v. Washburne, (10 Minn. 23)	894	
McShane v. Moberly, (79 Mo. 41) ..	3225	
McSherry v. Canandaigua, 129 N. Y. 612)	5722	
McSherry v. Wood, (102 Cal. 647)	4351, 4513	
McSpedon v. New York, (20 How. Pr. N. Y. 395)	2622, 2750	
McSpedon v. New York, (15 How. Pr. N. Y. 462)	2574	
McSurely v. McGrew, (140 Ia. 163)	379, 524, 531	
McTwiggan v. Hunter, (19 R. I. 265)	5011	
McVay v. New York, (116 N. Y. S. 908)	1129	
McVeany v. New York, (1 Hun. N. Y. 35)	1163	
McVeany v. New York, (80 N. Y. 185)	1029, 1126	
McVerry v. Boyd, (89 Cal. 304) ..	4161	
McVerry v. Kidwell, (63 Cal. 246)	4144	
McVey v. Barker, (92 Mo. App. 498)	2053, 2054	
McVey v. Danville, (118 Ill. 428) ..	4476	
McVey v. McVey, (51 Mo. 406) ..	1780	
McVoy v. Knoxville, (85 Tenn. 19)	5644	
McWethy v. Aurora Electric Light & Power Co., (202 Ill. 218)	522, 3394, 3401, 3409, 3433, 3474, 3540, 3565, 3648	
McWilliams v. Jacobs, (128 Ga. 375)	996	
McWhorter v. Dorr, (57 W. Va. 608)	5221	
McWhorter v. People, (65 Ill. 290)	4606	
Maccoun v. New York, R. R., (50 N. Y. 176)	1658	
Mace v. Newburgh, (15 How. Pr. N. Y. 161)	4525	
MacFarlane v. Chicago, (185 Ill. 242)	4410	
Macfarlane v. Sullivan, (99 Wis. 361)	5772	
Machacek v. Hall, (131 Ia. 412) ..	5745	
Machine Co. v. Gage, (100 U. S. 676)	1671	
Mack v. Cincinnati, (7 Ohio Dec. 49)	4566	
Mack v. De Graff & Roberts Quarries, (57 Ohio St. 463) ..	4199, 4201	
Mack v. New York, (75 N. Y. S. 809)	1062, 1086, 2728	
Mack Paving Co. v. New York, (127 N. Y. S. 738) ..	4122, 5123, 5125, 5179	
Mackey, <i>Ex parte</i> , (15 S. C. 322) ..	5289	
Mackey v. Columbus, (71 Mich. 227)	2624	
Mackie v. West Bay City, (106 Mich. 242)	5126	
Mackin v. Chicago, (93 Ill. 105) ..	2530	
Mackin v. Portland Gas Co., (38 Ore. 120)	3580	
Mackin v. Wilson, (20 Ky. L. Rep. 218) 1338, 1495, 4356, 4358		
Macklin v. Home Tel. Co., (24 Ohio Cir. Ct. R. 446)	3724	
Macknet v. Home Tel. Co., (24 Ohio Cir. Ct. R. 446)	3724	
Macknet v. Newark, (42 N. J. L. 38)	5019	
MacKnight v. Flintic Stone Co. v. New York, (43 N. Y. S. 139) ..	4154	
MacKnight Flintic Stone Co. v. New York, (160 N. Y. 72)	4172	
Maclam v. Marquette, (148 Mich. 480)	5595, 5597	
Maclot v. Davenport, (17 Ia. 379)	1030, 4473, 5040	
Macomber v. Nichols, (34 Mich. 212)	2095	
Macon v. Central R. & Banking Co., (50 Ga. 620)	5004, 5014	
Macon v. Daley, (2 Ga. App. 355)	3104, 3107	
Macon v. Dasher, (90 Ga. 195) ..	2531	
Macon v. Dykes, (103 Ga. 347) ..	5776	
Macon v. First Nat. Bank, (59 Ga. 648)	2195	
Macon v. Franklin, (12 Ga. 239) ..	3209, 3281, 3317, 3313	
Macon v. Harris, (73 Ga. 428) ..	2873, 2924, 2940	
Macon v. Harris, (75 Ga. 761) ..	5394	
Macon v. Hays, (25 Ga. 590) ..	1134, 1160	
Macon v. Hill, (53 Ga. 595) ..	2825	
Macon v. Huff, (60 Ga. 221) ..	1107, 1108	
Macon v. Hughes, (110 Ga. 795)	370, 1483, 5193	
Macon v. Jones, (67 Ga. 489) ..	4995	
Macon v. Jones, (122 Ga. 455) ..	4823	
Macon v. Macon Construction Co., (94 Ga. 201)	4996	
Macon v. Morris, (Ga. 73 S. E. 539)	5617, 5722	
Macon v. Patty, (57 Miss. 378)	1884, 1990, 3910, 3911, 3920, 4329, 4453, 4456	
Macon v. Shaw, (16 Ga. 172) ..	1222, 1254, 5212	
Macon v. Small, (108 Ga. 309) ..	5549	
Macon v. Wing, (113 Ga. 90) ..	4478	
Macon & B. R. Co. v. Gibson, (85 Ga. 1)	5316, 5330	
Macon Gaslight & Water Co. v. Freeman, (4 Ga. App. 463) ..	3577	
Macy v. Indianapolis, (17 Ind. 267)	3931, 3964, 4228, 4232	
Madden v. Kinney, (116 Wis. 561)	986, 5075, 5078, 5280	
Madden v. Lancaster County, (65 Fed. 188)	273, 275, 277, 5074	

TABLE OF CASES.

5987

(References are to Pages.)

Madden v. Smeltz, (2 Ohio Cir. Ct. R. 168) ..	1327, 1332, 1334,	2445	Magill v. Kaufmann, (4 Serg. & R. Pa. 317)	579,	2748
Madden v. Van Wyck, (72 N. Y. S. 135)		5318	Magneau v. Fremont, (30 Neb. 843)	1278, 1321, 1322,	2242
Maddox v. Graham, (2 Metc. Ky. 56)	874, 1266,	4933	Magner v. St. Louis, (179 Mo. 495)		1233
Maddux v. Newport, (12 Ky. L. Rep. 657)	3891,	4012	Magner v. Yore, (75 N. J. L. 198)		1220
Madera Waterworks v. Madera, (185 Fed. 281)	3376,	3820	Maguire v. Cartersville, (76 Ga. 84)	5570,	5577
Madison v. American Sanitary, etc. Co., (118 Wis. 480) ..	2758, 2764, 2775,	4154	Maguire v. Smock, (42 Ind. 1) ..		3996
Madison v. Harbor Board, (76 Md. 395)	2701, 2704,	2705	Maguire v. State Savings Association, (62 Mo. 344) ..		5201
Madison v. Brown, (67 Miss. 684)		4887	Mahan, <i>In re</i> , (20 Hun, N. Y. 301)		2634
Madison v. Daley, (58 Fed. 751) ..	3080, 3082,	3824	Mahan v. Michigan Tel. Co., (132 Mich. 242)	3721,	3781
Madison v. Fitch, (18 Ind. 33) ..		5015	Mahanoy v. Bissell, (9 Pa. Co. Ct. R. 469)		2414
Madison v. Fort Madison Water Co., (114 Fed. 292)		4735	Maher v. Atlantic & Pacific R. Co., (64 Mo. 267)		2097
Madison v. Frazier, (78 Miss. 880)		4530	Maher v. Chicago, (38 Ill. 266) ..	578, 4186, 4187,	4188
Madison v. Hatcher, (8 Blackf. Ind. 341)	1865,	2293	Mahler v. Brumder, (92 Wis. 477)		3310
Madison v. Horner, (15 S. D. 359)		2306	Mahon v. Board of Education, (171 N. Y. 263)		4594
Madison v. Kelso, (32 Ind. 79) ..		1314	Mahon v. Columbus, (58 Miss. 310)		3863
Madison v. Korbly, (32 Ind. 74)	912,	1314	Mahon v. Luzerne County, (197 Pa. 1)		3333
Madison v. Madison Gas & E. Co., (129 Wis. 249) 3690, 3700, 3732,		3776	Mahon v. New York, (31 N. Y. S. 676)		5482
Madison v. Martin, (109 Minn. 292)		2430	Mahoney v. Board of Education, (12 Cal. App. 293)	3314,	3338
Madison v. Mayers, (97 Wis. 399)	2978,	3043	Mahoney v. Boston, (171 Mass. 427)		5480
Madison v. Morristown Gaslight Co., (63 N. J. Eq. 120)		3385	Mahoney v. Braverman, (54 Cal. 565)		4161
Madison v. Morristown Gaslight Co., (65 N. J. Eq. 356) ..	3377, 3405,	3540	Mahoney v. Dankwart, (108 Ia. 321)		1820
Madison v. Newsome, (39 Fla. 149)		2569	Mahoney v. Detroit Street R. Co., (93 Mich. 612)		2103
Madison v. Ross, (3 Ind. 236) ..		5555	Mahoney v. Maxfield, (102 Minn. 377)		2036
Madison v. Smith, (83 Ind. 502) ..		4855	Mahoney v. New York, (130 N. Y. S. 602)		2899
Madison Ave. Baptist Church v. Baptist Church, (5 Robt. N. Y. 649)		1297	Mahoning v. Young, (59 Fed. 96)	3197, 3341, 3342,	3346
Madison County Bank v. Suman, (79 Mo. 527)		2315	Mala's Adm'r v. Easton State Hospital, (97 Va. 507) ..	5105,	5381
Madison Turnpike Co., <i>Ex parte</i> , (62 Ala. 93)		2440	Mall v. Maxwell, (107 Ill. 554) ..		5373
Madisonville v. Bishop, (113 Ky. 106)		5470	Main v. Fort Smith, (49 Ark. 480)	2683,	3952
Madisonville v. Hardman, (29 Ky. L. Rep. 253)	5543,	5549	Main Street, Big Run, <i>In re</i> , (137 Pa. 590)	4429,	4430
Madisonville v. Pemberton's Adm'r, (25 Ky. L. Rep. 347) ..		5622	Maine v. Grand Trunk Ry. Co., (142 U. S. 217)	899, 1689,	3553
Madisonville v. Stewart, (121 S. W. 421)	5759,	5674	Maine v. McCarty, (15 Ill. 441) ..		2321
Madry v. Cox, (73 Tex. 538) ..	600, 663,	877	Maine, etc. R. Co. v. Maine, (96 U. S. 499)		1647
Maenhaut v. New Orleans, (Fed. Cas. No. 8,940)	4922,	4924	Maine Water Co. v. Waterville, (93 Me. 586)	859, 4714,	5012
Maestri v. Board of Assessors, (110 La. 517)		3361	Mains v. Fort Fairfield, (99 Me. 177)		5452
Maffatt v. Perry, (3 Pittsb. R. Pa. 8)		2000	Mairs v. Manhattan Real Estate Assn., (89 N. Y. 498)		1460
Magaha v. Hagerstown, (95 Md. 62)	5627, 5632, 5634,	5756	Mairs v. New York, (65 N. Y. S. 160)	4155,	4182
Magarity v. Wilmington, (5 Houst. Del. 530)		5571	Maish v. Arizona, (164 U. S. 599)		4720
Magee v. Brooklyn, (45 N. Y. S. 473)		5550	Major Reybold. The, (111 Fed. 414)		5441
Magee v. Overshiner, (150 Ind. 127) 3330, 3638, 3639, 3645, 3646,		3647	Major v. Aldan Borough, (209 Pa. St. 247)	4663,	4675
Magie v. Stoddard, (25 Conn. 565)	1003,	1079	Makepeace v. Waterbury, (74 Conn. 360)	3293,	5613
Magill v. Brown, (Fed. Cas. No. 8952)		2491	Maki v. Cloquet, (116 Minn. 17)	5726,	5747
			Makley v. Whitmore, (61 Ohio St. 587)		4544

(References are to Pages.)

Malcolm v. Boston, (172 Mass. 312)	5048	Manhattan Sav. Inst., <i>in re</i> , (22 N. Y. 183)	3237
Malcolm v. Rogers, (5 Cow. N. Y. 183)	3237	Manhattan Sav. Inst. v. New York Exch. Bank, (59 N. Y. 4862)	4862
Malcolmson v. Strong, (345 Ill. 146)	3004	Manhattan Sav. Inst. v. New York Exch. Bank, (170 N. Y. 4722, 4862)	4862
Maley v. Clark, (38 Ind. App. 149)	4004	Manhattan Trust Co. v. Dayton, (327 N. Y. 1454)	3720
Malkan v. Carlin, (93 N. Y. 378)	2320	Manhattan Water Co., <i>in re</i> , (177 N. Y. 4004, 4262, 4442)	4450
Malkan v. Chicago, (41 Ill. 471)	2132	Manistee Watch Co., <i>in re</i> , (197 Fed. 455)	4932
Mallard v. Lafayette, (5 La. Ann. 112)	2150	Manistee v. Harley, (79 Mich. 228)	4640
Mallon v. Board of Water Com'rs, (144 Mo. App. 104)	2693	Manitou v. First Nat. Bank, (37 Colo. 344)	4361
Malloy v. Board of Education, (104 Cal. 642)	3032	Manitou v. International Trust Co., (20 Colo. 467)	3302
Malloy v. Walker Tp., (77 Mich. 448)	5654	Manitowoc v. Manitowoc & N. L. Co., (145 Wis. 13)	3714
Maloches v. Great Southern Tel. & Tel. Co., (49 La. Ann. 1890)	2574	Mankato v. Arnold, (36 Minn. 62)	2360
Malone's Estate, <i>in re</i> , (21 S. C. 425)	512	Mankato v. Barber Asphalt Pav. Co., (143 Fed. 229)	5127
Malone v. Jersey City, (27 N. J. L. 526)	4427	Mankato v. Fowler, (32 Minn. 264)	2205
Malone v. Jersey City, (28 N. J. L. 504)	2979	Mankato v. Meagher, (17 Minn. 265)	2292
Malone v. Philadelphia, (147 Pa. St. 416)	4162	Mankato v. Warren, (20 Minn. 144)	2236
Malone v. Pittsburg, (14 Pa. Co. Ct. R. 125)	6122	Mankato v. Willard, (13 Minn. 13)	2222
Malone v. Toledo, (23 Ohio St. 642)	2179	Manker v. Faulhaber, (94 Mo. 420)	1204
Maltman v. Chicago, etc. R. Co., (41 Ill. App. 229)	2652	Manker v. Tough, (79 Kan. 40)	1741
Malone v. Williams, (113 Tenn. 290)	1201	Manko v. Chambersburgh, (25 N. J. Eq. 168)	2000
Maltus v. Shields, (3 Meta. Ky. 553)	5003	Manley v. Atchison, (9 Kan. 263)	1129
Managhan v. Philadelphia, (17 Leg. Int. Pa. 249)	2913	Manley v. Emlen, (48 Kan. 655)	4924
Manayunk v. Davis, (1 Para. Eq. Cas. Pa. 339)	2422	Manly v. Cleveland, (19 Ohio Cir. Ct. R. 53)	2625
Manchester v. Ericsson, (105 U. S. 247)	5616	Manly v. Gibson, (13 Ill. 303)	2610
Manchester v. Hartford, (20 Conn. 18)	5622	Manly v. Raleigh, (4 Jones Eq. N. C. 270)	600
Manchester v. Hodge, (74 N. H. 402)	2972	Manly v. Scott, (103 Minn. 142)	2731
Manchester v. Potter, (20 N. H. 409)	1126	Manly Bldg. Co. v. Newton, (114 Ga. 245)	2621
Manchester v. Smyth, (64 N. H. 280)	1726	Manly Mfg. Co. v. Broadbua, (94 Va. 647)	4129
Manda v. Orange, (75 N. J. L. 251)	2122	Mann v. District of Columbia, (22 App. Cas. D. C. 122)	1955
Mandel v. Weechler, (112 N. Y. 812)	2867	Mann v. Jersey City, (24 N. J. L. 602)	4421
Mandell v. New Orleans, (21 La. Ann. 9)	1192	Mann v. LeMara, (109 Ia. 261)	1222
Mander v. Coleman, (85 N. Y. 896)	4650	Mann v. Richardson, (46 Ill. 421)	5154
Manderschid v. Dubuque, (25 Ia. 108)	5774	Mann v. Rochester, (39 Ind. App. 12)	2709
Manderschid v. Dubuque, (29 Ia. 72)	2227	Mannel v. Detroit, etc. R. Co., (139 Mich. 106)	2427
Mandeville v. Band, (111 La. 208)	1246	Manners v. Haverhill, (125 Mass. 165)	5476
Mangam v. Brooklyn, (88 N. Y. 555)	1150	Manney v. Curtiss, (99 N. Y. 228)	5752
Manhattan Co., <i>in re</i> , (22 Wend. N. Y. 552)	2142	Manning v. Bruce, (126 Mass. 222)	2119
Manhattan Co. v. Ironwood, (74 Fed. 525)	4902	Manning v. Den, (90 Cal. 610)	4637
Manhattan R. Co., <i>in re</i> , (102 N. Y. 201)	4502	Manning v. Devil's Lake, (13 N. D. 47)	4970
Manhattan & Bronx Electric Co. v. Fornes, (95 N. Y. 861)	2420	Manning v. Gloucester, (6 Pick. Mass. 6)	1272
Manhattan Mfg. etc. Co. v. Van Keuren, (23 N. J. Eq. 251)	1926, 1926, 1942	Manning v. Lowell, (120 Mass. 21)	2577

TABLE OF CASES.

5989

(References are to Pages)

Manning v. Shreveport, (119 La. 1044)	4231	Marine Ins. Co. v. St. Louis, etc. Ry. Co., (41 Fed. 843) 1920, 2826, 2874	
Manning v. Springfield, (184 Mass. 245)	5529, 5536	Mariner v. Waterloo, (75 Wis. 428)	5133
Manning v. Van Buren, (23 La. 322)	280	Marini v. Graham, (67 Cal. 130)	1991, 2843, 2936, 2943
Manor v. State, (149 Ind. 310)	5278, 5282	Marion v. Chandler, (6 Ala. 899)	795, 1684, 1728, 2433
Mansfield, J.	17, 2272	Marion v. Clark, (94 U. S. 278)	4863
Mansfield v. St. 451)	14, 3566	Marion v. Epler, (5 Ohio St. 250)	4336
Mansfield v. Co., (9 572)	19, 2109	Marion v. National Loan & Inv. Co., (123 La. 829)	5029
Mansfield v. 270)	31, 5564	Marion v. National Loan & Inv. Co., (130 La. 511)	5035
Mansfield 328)	14, 5273	Marion v. Robertson, (84 Ill. App. 113)	2063, 2064
Mansfield v. (82 Ohio 19)	3733	Marion v. Skillman, (127 Ind. 130)	3309, 3920, 3922, 4037, 4299, 4344, 4360
Mansfield v. Dec. 567)	5567	Marion Board of Com'rs. v. Winkley, (29 Kan. 86)	929
Mansfield v. Lockport, (52 N. Y. S. 571)	4305, 4404, 4452, 4524	Marion, etc. R. Co. v. Alexander, (63 Kan. 72)	4951, 4952
Mansfield v. Moore, (21 Ill. App. 326)	5426	Marion Trust Co. v. Indianapolis, (37 Ind. App. 672) 3796, 4344, 4412	
Mansfield v. Moore, (124 Ill. 128)	5626	Marion Water Co. v. Marion, (121 La. 206)	1304, 1837, 1843, 1365, 1481, 1482, 1538, 3684, 4060, 4938, 4106, 4134
Mansfield v. New York, (104 N. Y. S. 386) ..	2011, 2905, 2906, 5669	Marionville v. Henson, (65 Mo. App. 297)	328, 1032, 1704, 3929, 4039, 4290, 4499
Mansfield v. New York, (44 N. Y. S. 239)	4165	Merk v. State, (97 N. Y. 572)	1804, 1807
Mansfield v. People, (164 Ill. 611)	4063	Mark v. West Troy, (69 Hun. N. Y. 442)	971, 1090, 1399, 5120
Manske v. Milwaukee, (123 Wis. 172)	2573	Market St. L. Co. v. (49 Cal. 548)	4347, 4350, 4351, 4378, 4279
Manson v. South Bound R. Co., (64 S. C. 120)	1712, 5263	Market v. St. Louis, (56 Mo. 189)	5729
Mantel v. State, (55 Tex. Cr. App. 456)	762, 786, 1899	Markey v. Milwaukee, (76 Wis. 349)	4137
Mantle v. Jordan, (1 Q. B. [1897], 248)	1594, 1743	Markey v. Schunk, (153 La. 508)	5054
Manton v. South Shore Traction Co., (106 N. Y. S. 82)	2457	Markham v. Anamosa, (122 Ia. 689)	1338, 2971, 2974, 4242
Manufacturers Land, etc. Co. v. Camden, (78 N. J. L. 247)	4214	Markham v. Atlanta, (23 Ga. 402)	4299
Manufacturers Land, etc. Co. v. Camden, (71 N. J. L. 490) 3933, 3959		Markham v. Howell, (23 Ga. 508)	2093
Manufacturers' Sav. Bk. v. Big Muddy Iron Co., (97 Mo. 38)	1102	Markle v. Akron, (14 Ohio, 586)	719, 826, 1413, 1422, 2274, 2307, 2360
Manne v. Cincinnati, (10 Ohio Cir. Ct. R. 549)	4519	Markle v. Berwick, (142 Pa. St. 84)	3064, 5544
Mappes v. Iowa, (47 Wis. 21) ..	5097	Markle v. Wright, (13 Ind. 548)	5195
Marble v. Worcester, (4 Gray, Mass. 295)	5767	Markley v. Cape May Point, (55 N. J. L. 104)	1211
Marbury v. Madison, (1 Cranch. U. S. 137)	1020, 1021, 5262, 5270	Markley v. Chicago, (170 Ill. 358)	4013, 4463
Marcellus v. Garfield Borough, (71 N. J. L. 378)	3843, 4007	Marklev v. Mineral City, (58 Ohio St. 430) ..	155, 551, 2474, 2532, 2886
March v. Commonwealth, (12 B. Mon. Ky. 25)	1421, 1805, 1866, 2432, 2450	Marklove v. Utica, etc. R. Co., (96 N. Y. S. 795)	2716
March v. Phoenixville, (221 Pa. 64)	5747, 5752	Markowitz v. Kansas City, (125 Mo. 485)	4234
Marcos v. Wilmerding Borough, (37 Pa. Super. Ct. 135)	2459, 3938, 4226	Marks v. Donaldsonville, (24 La. Ann. 242)	509
Marcy v. Oswego Tp., (93 U. S. 637)	4964, 4907, 4915, 4916	Marks v. Purdue University, (27 Ind. 155)	4969
Marden v. Portsmouth, (59 N. H. 18)	1148	Marksville v. Worthy, (123 La. 432)	2115
Mareck v. Chicago, (89 Ill. App. 358)	5697	Markwardt v. Guthrie, (18 Okl. 32)	5564
Marietta v. Fearing, (4 Ohio, 427)	1419, 1423, 1431, 1433, 2052, 2057, 2410	Marlborough Gas Light Co. v. Neal, (166 Mass. 217)	3474
Marietta Chair Co. v. Henderson, (121 Ga. 399)	515, 2981, 2983, 2986, 3006, 3009	Marlow v. Rich, (252 Ill. 442) ..	2245
Marin County Water Co. v. Marin, (145 Cal. 586)	2124	Marquette, etc. R. Co. v. Longyear, (123 Mich. 94)	2609
		Maraduke, Es parte, (91 Mo. 228)	794, 811, 2446

(References are to Pages.)

Marmet v. State, (45 Ohio St. 63) .. 317, 473, 5167, 5168, 2190, 2201	Marshall v. Vultee, (1 E. D. Smith, N. Y. 294) .. 2292
Maroney v. Pawtucket, (19 R. I. 3) .. 1211	Marshall Ave., <i>in re</i> , (213 Pa. St. 516) .. 4022
Marquette v. Wilkinson, (119 Mich. 413) .. 2769	Marshall & Bruce Co. v. Nashville, (109 Tenn. 495) 1612, 2652, 2762
Marquis v. Santa Ana, (108 Cal. 661) .. 1973, 1149, 1160, 1162	Marshall Field & Co. v. Chicago, (44 Ill. App. 410) .. 1976, 2290
Marr v. Mannington, (50 W. Va. 328) .. 854, 4500	Marshalltown .. 1680
Marran v. Bardentown, (N. J. 61 Atl. 13) .. 1206, 1252	Marshalltown .. 2342
Marratt v. Diehl, (37 Ia. 250) .. 2811	Marshalltown .. 4521
Marriage License Docket, <i>in re</i> , (4 Pa. Dist. 183) .. 1882	Marshfield v. .. 2644
Marrionneaux v. Brugier, (35 La. Ann. 13) .. 5761	Martel v. E .. 2261
Marron, <i>in re</i> , (60 Vt. 189) .. 2272	Martens v. .. 2276
Marseilles v. Kiner, (34 Ill. App. 355) .. 595	Mart v. K .. 5063
Marseilles v. Howland, (124 Ill. 547) .. 5629	Martin, <i>Es p</i> .. 2178
Marsh, <i>in re</i> , (33 N. Y. 431) 2674, 2692	Martin, <i>in re</i> , (62 Kan. 628) .. 2226, 2228, 2231
Marsh v. Brooklyn, (59 N. Y. 280) .. 4525	Martin v. Aston, (60 Cal. 68) .. 596
Marsh v. Fairbury, (163 Ill. 401) .. 3203, 3223	Martin v. Board of Election Com'rs, (126 Cal. 404) .. 459, 747
Marsh v. Fulton County, (10 Wall. U. S. 676) .. 4878, 5164	Martin v. Branch Bank, (15 Ala. 587) .. 2432
Marsh v. Giles, (211 Pa. 17) .. 5762	Martin v. Bond Hill, (7 Ohio Cir. Ct. R. 271) .. 4262
Marsh v. Hartwell, (2 Ohio N. P. 359) .. 1104	Martin v. Brooklyn, (1 Hill. N. Y. 545) .. 2970, 5400, 5475
Marsh v. Little Valley, (64 N. Y. 112) .. 4926, 4935	Martin v. Butte, (34 Mont. 281) .. 5001
Marsh v. Oregon, (106 Mo. 326) 2977	Martin v. Carron, (26 N. J. L. 228) .. 3982, 4206
Marsh v. State, (2 Neb. Unof. 372) .. 2708	Martin v. Chelsea, (176 Mass. 516) .. 6712
Marsha v. Richland, (81 S. C. 135) .. 588	Martin v. Chicago, etc. R. Co., (87 Ill. App. 208) .. 2820
Marshall, <i>Es parte</i> , (64 Ala. 266) .. 2203, 2225	Martin v. Chicago, etc. R. Co., (47 Mo. App. 452) .. 4224
Marshall v. Allen, (Tex. Civ. App. 115 S. W. 849) .. 2580, 2162	Martin v. Dix, (52 Miss. 58) .. 379, 599, 620
Marshall v. Bayonne, (59 N. J. L. 101) .. 2542	Martin v. Elwood, (35 Minn. 209) .. 5085
Marshall v. Buffalo, (64 N. Y. S. 411) .. 5470	Martin v. Gainesville, (126 Ga. 577) .. 528, 622, 2225
Marshall v. Buffalo, (71 N. Y. S. 719) .. 5470	Martin v. Gleason, (189 Mass. 183) .. 1907, 1962, 2166
Marshall v. Cadwalader, (36 N. J. L. 283) .. 1487	Martin v. Greenwood, (27 Pa. Super. Ct. 245) .. 4492
Marshall v. Chicago, (77 Ill. App. 351) .. 4221	Martin v. Hibb, (53 Ark. 200) .. 3057
Marshall v. Commonwealth, (59 Pa. St. 455) .. 1512, 1516, 4159	Martin v. Hunter, (1 Wheat. U. S. 304) .. 142
Marshall v. Elgin, (Tex. Civ. App. 143 S. W. 670) .. 4902	Martin v. Lemon, (28 Conn. 192) .. 1202
Marshall v. Elgin, (5 Fed. 782) .. 4902	Martin v. Louisville, (97 Ky. 20) 4055
Marshall v. Ellwood City, (189 Pa. St. 348) .. 1102, 2721	Martin v. McCall, (247 Ill. 434) .. 4151
Marshall v. Guion, (11 N. Y. 461) .. 880, 882, 890	Martin v. McCord, (5 Watts, Pa. 493) .. 2502
Marshall v. Guion, (4 Denio, N. Y. 581) .. 3925	Martin v. Marks, (154 Ind. 549) 2961
Marshall v. Hayward, (77 N. Y. S. 57) .. 1141	Martin v. Mott, (12 Wheat. U. S. 19) .. 1480, 1931, 2225
Marshall v. Leavenworth, (44 Kan. 459) .. 4002, 4006	Martin v. New York, (81 N. Y. S. 412) .. 1125, 1124
Marshall v. People, (219 Ill. 99) .. 3928, 4022, 4032	Martin v. Oskaloosa, (126 Ia. 680) 1297, 2957, 4043, 4347, 4444, 4622
Marshall v. Rainey, (78 Mo. App. 416) .. 2702, 2928, 4015, 4219	Martin v. Pittsburg & L. E. R. Co., (203 U. S. 284) .. 1697
Marshall v. San Antonio, (Tex. 63 S. W. 138) .. 4122, 4170	Martin v. Rosendale, (120 Ind. 109) .. 1677
Marshall v. Silliman, (61 Ill. 218) .. 522, 1541	Martin v. St. Joseph, (136 Mo. App. 316) .. 2221, 2945, 5448, 5449, 5548, 5552, 5559
Marshall v. Smith, (L. R. 8 C. P. 416) .. 1566, 1567	Martin v. St. Louis, (139 Mo. 246) .. 2165, 2166
Marshall v. Standard, (24 Mo. App. 192) 1866, 2206, 2342, 2352, 2270	
Marshall v. State, (1 Ind. 72) .. 5270	

TABLE OF CASES.

5991

(References are to Pages.)

Martin v. San Francisco, (16 Cal. 285)	4758, 4773	Mason v. Sioux Falls, (2 S. D. 640)	3249, 3256, 4038, 4466, 4504
Martin v. Simpkins, (20 Colo. 438)	657	Mason v. Spartanburg, (40 S. C. 390)	5775
Martin v. State, (23 Neb. 371) ..	1362	Mason v. Spencer, (35 Kan. 512)	4089
Martin v. Statesboro, (100 Ga. 419)	2190	Mason v. Winthrop, (196 Mass. 18)	5728
Martin v. Swift, (120 Ill. 488) ..	1738	Mason City v. Barngrove, (26 Ill. App. 296)	1442, 1980
Martin v. Territory, (5 Okla. 188)	4705	Mason City v. Day, (Ia. 78 N. W. 198)	3242
Martin v. Tyler, (4 N. D. 278) ..	4754	Masonic Bldg. Assn. v. Brownell, (164 Mass. 306)	4048, 4342, 4480, 4482, 4483
Martin v. Wills, (157 Ind. 153) ..	4543	Masonic Fraternal Temple Assn. v. Chicago, (131 Ill. App. 1)	2062, 2068
Martin-Strelan Co. v. Dubuque, (149 Ia. 1)	2747, 4713, 4973	Masonic Temple Assn. v. Harris, (79 Me. 250)	5563
Martindale v. Martindale, (10 Ind. 566)	1793	Massachusetts v. Western Union, (141 U. S. 40)	1687
Martindale v. Palmer, (52 Ind. 411)	968, 1290, 1386, 1504, 1511, 1737, 4061, 4068, 4130	Massengale v. Atlanta, (113 Ga. 966)	5549
Martindale v. Rochester, (171 Ind. 250)	3913, 4033, 4035, 4040, 4104, 4114, 4130, 4304, 4305	Massey, <i>Ex parte</i> , (49 Tex. Cr. App. 60)	1662
Martineau v. Rochester Ry. Co., (81 Hun, N. Y. 263)	1731	Massey v. People, (201 Ill. 409) ..	1023
Martinez v. Dallas, (Tex. Civ. App. 109 S. W. 287)	3253	Massing v. Ames, (37 Wis. 645) ..	5364
Martinez v. Dallas, (102 Tex. 54)	3228, 3272	Massinger v. Millville, (63 N. J. L. 123)	1544, 1561, 1746
Martini, <i>Ex parte</i> , (23 Fla. 343) ..	1556, 1557	Massoth v. Delaware & H. Canal Co., (64 N. Y. 524)	1460
Martinsville v. Freize, (33 Ind. 507)	2339	Masters v. Bowling Green, (101 Fed. 101)	5445
Marvin v. New Bedford, (158 Mass. 464)	5686	Masters v. McHolland, (12 Kan. 17)	1331, 1346
Marvin v. Town, (10 N. Y. S. 148)	4453	Masters v. Troy, (3 N. Y. S. 450)	5737
Marvin Safe Co. v. New York, (38 Hun, N. Y. 146)	1723, 5197	Masterson v. Short, (35 How. Pr. N. Y. 169)	2915
Marwick v. Gibson, (5 F. 154) ..	1080	Masterson v. Short, (33 How. Pr. N. Y. 481)	1985
Marx, <i>Ex parte</i> , (86 Va. 40)	2353	Masterton v. Mt. Vernon, (58 N. Y. 391)	5483
Marx v. Croisan, (17 Ore. 393) ..	361	Mastin v. Sloan, (98 Mo. 252) ..	2450
Marx v. Parker, (9 Wash. 473) ..	5223	Matheny v. Aiken, (68 S. C. 163) ..	5563
Marx & Haas Jeans C. Co. v. Watson, (168 Mo. 133) ..	1723, 2048	Mather v. Ottawa, (114 Ill. 659) ..	1429, 4821
Maryland v. Baltimore, etc. R. Co., (3 How. 44 U. S. 534) ..	373, 1554	Mather v. San Francisco, (115 Fed. 37)	4796, 4927
Maryland v. Miller, (180 Fed. 796)	5447, 5552	Mather v. Simonton, (73 Ind. 595)	2004
Maryland Pavement Co. v. Mahool, (110 Md. 397) ..	2632, 2674, 2699, 2706	Mathers v. Cincinnati, (7 Ohio Dec. 521)	5337
Maryville v. Lippman, (151 Mo. App. 447)	4563	Matheson v. Caminade, (55 N. J. L. 4)	471
Marysville v. Schoonover, (73 Ill. App. 189)	4023	Matheson v. Mazomanie, (20 Wis. 191)	2246, 5034
Mashburn v. Bloomington, (32 Ill. App. 245)	1988	Mathews v. Philadelphia, (93 Pa. St. 147)	2619
Mason, <i>In re</i> , (3 Wash. 609)	5107	Mathews v. State, (82 Tex. 577) ..	343
Mason v. Chicago, (163 Ill. 351) ..	3257	Mathews v. Tripp, (12 R. I. 256) ..	2362
Mason v. Chicago, (178 Ill. 499)	4367, 4401	Mathewson St. M. E. Church v. Shepard, (22 R. I. 112)	3007
Mason v. Cumberland, (93 Md. 451)	2211, 2231, 2253	Mathie v. McIntosh, (40 Wis. 120)	2292, 2239, 2296, 2297
Mason v. Fearson, (9 How. U. S. 248)	337	Mathis v. Rose, (64 N. J. L. 45)	1068, 1232
Mason v. Lancaster, (4 Bush. Ky. 406)	2227, 2231	Mathis v. Runnels, (66 Fed. 494) ..	4872
Mason v. Loudon, (8 Baxt. Tenn. 94)	609, 615, 633	Matlock v. Williams, (59 Mo. 105)	5213
Mason v. Mulholm, (6 Dana. Ky. 140)	2527, 2530	Matsumura v. Hawaii County, (19 Hawaii, 18)	5431, 5381, 5384
Mason v. New York, (28 Hun, N. Y. 115)	1092	Matthews v. Alexandria, (68 Mo. 115)	841, 843, 847, 866, 2089, 2513, 2521
Mason v. Ohio River R. Co., (51 W. Va. 183)	3521	Matthews v. Associated Press, (136 N. Y. 333)	1600
Mason v. Paterson, (35 N. J. L. 190)	1310	Matthews v. Baraboo, (39 Wis. 674)	5672
Mason v. School District, (20 Vt. 487)	5305	Matthews v. Jensen, (21 Utah, 207)	2190, 2193, 2207
Mason v. Shawneetown, (77 Ill. 533)	821, 1391, 1411, 1532, 4646		

(References are to Pages.)

Kelsey, (58 Me. 56)	2386	Maxwell v. Jonesboro, (11 Holsk. Tenn. 287)	2120
v. Kimball, (70 Ark. 4367, 4402, 4414, 4503, 4510)	4510	Maxwell v. Tillamook Co., (30 Ore. 495)	463, 464, 465
v. Livermore, (156 Cal. 3956)	3956	Maxwell v. Tumlin, (79 Ga. 2422, 2427)	2427
v. New York, (50 N. Y. 5722)	5722	May, <i>in re</i>	1672
v. Otsego Supervisors, (587)	325	May v.	140
v. Toledo, (31 Ohio Cir. 5720)	5720	May v. B	5120
v. Tripp, (14 R. I. 1155)	1155	May v. C	5120
v. Westborough, (134 Mass. 302, 314, 315)	315	May v. C	3618
a & H. Zino Co. v. La (7 Ill. 411) 2827, 2012, 2320	2320	May v. I	1294
a & Wilchers Sugar Co. v. Jersey City, (26 347) 2915, 2922	2922	May v. Gloucester, (174 Mass. 523)	2617, 2734, 4626
v. District of Colum- U. S. 487)	4030	May v. Gothenburg, (63 Neb. 772)	2412
v. Plymouth, (100 Ind. 3965, 3966, 4326)	4326	May v. Holdridge, (23 Vt. 3)	4089
Cameron, (62 Mo. 504) 4762, 5312, 5327	5327	May v. Logan, (20 Fed. 157)	5223
Mattox v. State, (115 Ga. 213) 294, 295, 220	220	May v. People, (1 Col. 157)	1943
Mattoon v. Russell, (91 Ill. App. 263)	5722	Mayall v. St. Paul, (30 394)	4507
Mattoon v. Worland, (97 Ill. App. 12) 5722, 5755	5755	Maybin v. Biloxi, (71 672)	4921
Matte v. Hawkins, (5 Taunt. 20)	362	Maydwell v. Louisville, (385)	5444
Mattson v. Astoria, (39 Ore. 577)	1174, 5597	Mayer, <i>in re</i> , (50 N. Y. 502)	4022
Mauch v. Hartford, (112 Wis. 40) 5721, 5722	5722	Mayer v. New York, (192 N. Y. 525)	4227
Mauch Chunk v. Kline, (100 Pa. 119) 5702	5702	Mayer v. New York, (101 N. Y. 244)	4400
Mauch Chunk v. Shorts, (61 Pa. St. 299)	4269	Mayer v. Sweeney, (22 Mont. 102)	995
Mauck v. State, (66 Ind. 177) 2252, 2264	2264	Mayfield v. Anderson, (16 Ky. L. Rep. 62)	5027
Maudlin v. Trenton, (67 Mo. App. 452) 1296, 2961, 4044, 4224, 4225	4225	Mayfield v. Hughley, (125 Ky. 522)	5722
Mauger, <i>in re</i> , (23 Hun. 552)	4522	Mayfield Woolen Mills v. May- field, (121 Ky. 172)	5025
Mauldin v. Greenville, (22 S. C. 1) 2671, 2807, 2812, 2814, 2891, 2892, 4227, 4228, 4242, 4243	5251	Mayhew v. Eugene, (Ore. 104 Pac. 727)	1412, 1819, 1862, 1872, 1876, 1899, 2224, 2227
Maultby v. Leavenworth, (22 Kan. 745)	5752	Mayhew v. Gay Head, (12 Allen, Mass. 129)	227, 710, 1272
Maumee v. School Town of Shir- ley, (159 Ind. 422)	662	Mayhew v. Norton, (17 Pick. Mass. 257)	1292
Maupin v. Franklin Co., (67 Mo. 227) 1244, 2725	2725	Maynard v. Walthall, (22 Kan. 255)	5292
Maurer v. Mitchell, (52 Cal. 289) 5222, 5223	5223	Maynard v. Woodward, (26 Mich. 422)	2492
Maurer v. Weatherby, (1 Cal. App. 242)	2599	Mayo v. Dover and Foxcroft Vil- lage Fire Co., (26 Me. 229) 721, 722, 725, 1522, 2704, 2706, 2707	2704
Maurin v. Donaldsonville, (22 La. Ann. 671)	4799	Mayo v. Hampden, (141 Mass. 74)	2622, 2691, 2704
Maus v. Springfield, (101 Mo. 613)	5591	Mayo v. James, (12 Gratt. [Va.] 17)	5221
Maxey v. East St. Louis, (158 Ill. App. 527)	5600	Mayo v. Washington, (122 N. C. 5)	2605, 4650, 4652
Maxey v. Oskosh, (144 Wis. 328) 2491, 2492, 4590, 4595, 4621, 4812, 4846	4846	Mayor of Albany, <i>ex parte</i> , (22 Wend. N. Y. 277)	1222
Maxey v. Tompkinsville, (25 Ky. L. Rep. 1948)	1122	Mayor of Birmingham, <i>ex parte</i> , (2 Ellis & E. 222)	1221
Maximilian v. New York, (62 N. Y. 160) 207, 407, 408, 5101, 5106, 5222, 5400, 5405, 5406, 5474, 5476	5496	Mayor v. Allaire, (14 Ala. 400)	1261, 1276
Maxon v. School District, (8 Wash. 142) 272, 5072	5072	Mayor v. Dupuis, (20 La. Ann. 1105)	1246
Maxwell v. Fire Commissioners, etc., (129 Cal. 229)	952	Mayor of Gloucester v. Osborn, (1 House of Lords, 285)	2492
Maxwell v. Central District & Printing Tel. Co., (51 W. Va. 121)	2640	Mayor v. Ray, (19 Wall. 467)	257
Maxwell v. Durkin, (26 Ill. App. 257)	1651	Mayor v. Sheffield, (4 Wall. U. S. 189)	5612
		Maypoth v. Gast, (Ky. 110 & W. 202)	6542
		Mayrant v. Columbia, (22 S. C. 272)	5679

TABLE OF CASES.

5993

(References are to Pages.)

Mayrhofer v. Board of Education, (89 Cal. 110)	2555	Mechanics & Traders Bank v. Richardson, (12 Rob. 596) ..	4489
Mayronne v. Keegan, (117 La. 661)	5774	Mechanicsburg v. Koons, (18 Pa. Super. Ct. 131)	2222
Mays v. Cincinnati, (1 Ohio St. 268)	1422, 2146, 2194, 2198	Mechanicsburg v. Meredith, (54 Ill. 84)	5629
Mayson v. Atlanta, (77 Ga. 662)	1831, 1868, 2278, 2316, 2387	Mechanicville v. Stillwater, etc. St. R. Co., (71 N. Y. S. 1102) ..	3522
Maysville v. Brooks, (145 Ky. 526)	5525, 5527, 5540, 5559	Meday v. Rutherford, (65 N. J. L. 645)	762, 787
Maysville v. Guilfoyle, (110 Ky. 670)	5620, 5747	Medford & C. R. Co. v. Somer- ville, (111 Mass. 282)	3496
Maysville v. Maysville St. R., etc. Co., (128 Ky. 678)	4396	Medical Institution of Geneva v. Patterson, (1 Denio, N. Y. 61) ..	350
Maysville v. Schultz, (8 Dana, Ky. 10)	675, 709	Medical Lake v. Landis, (7 Wash. 615)	343
Maysville v. Wood, (102 Ky. 263)	2501, 2502, 3205	Medical Lake v. Smith, (7 Wash. 195)	343
Maysville & L. Turnpike Road Co. v. Wiggins, (104 Ky. 540) ..	4659	Medland v. Connell, (57 Neb. 10)	4439
Mavville v. Rosing, (N. D. 123 N. W. 393)	2384	Medland v. Linton, (60 Neb. 249)	4393, 4471, 4472, 4508, 4509
Maywood Co. v. Maywood, (140 Ill. 216)	3029, 3035, 3129, 3221, 3391, 3397, 4371	Medway Cotton Mfg. Co. v. Adams, (10 Mass. 360)	573
Maywood County v. Maywood, 118 Ill. 61) ..	2931, 3203, 3286, 3321	Meech v. Buffalo, (29 N. Y. 198)	812, 4135, 5146
Mazet v. Pittsburg, (137 Pa. St. 548)	1714, 2654, 2666, 2681, 2710, 4031, 4032, 4302, 5177	Meehan v. Bachelder, (73 N. H. 113)	5234, 5236, 5239, 5242, 5250
Mead v. Acton, (139 Mass. 341)	808, 809, 4599	Meek v. Collinwood, (80 Ohio Cir. Ct. R. 63)	1403, 4500
Mead v. Boston, (8 Cush. Mass. 404)	813, 863	Meek v. State, (172 Ind. 654) ..	633, 657
Mead v. Chicago, (186 Ill. 54) ..	4070	Meeker v. Puyallup, (5 Wash. 759)	8206
Mead v. Lansing, (56 Mich. 601)	5033	Meffert v. Brown, (132 Ky. 201)	991, 994
Mead v. New Haven, (40 Conn. 72)	2279, 5398	Megargee v. Philadelphia, (153 Pa. 340)	5652
Mead v. Pittsburg, (194 Pa. St. 392)	4280	Megowan v. Commonwealth, (2 Metc. Ky. 3) ..	2121, 2129, 2346, 2386
Mead v. Portland, (200 U. S. 148) 3931		Mehan v. St. Louis, (217 Mo. 35) 5638	
Mead v. Portland, (45 Ore. 1) ..	2845	Meler v. Kelly, (20 Ore. 86) ..	4456
Meacham v. Seattle, (45 Wash. 380) ..	331, 624, 3202, 3225, 3226, 3268	Meler v. Portland Cable R. Co., (16 Ore. 50) ..	3271
Mead v. Turner, (112 N. Y. S. 127)	3031, 4034, 5372	Meler v. St. Louis, (180 Mo. 391)	4337, 4400
Mead v. Turner, (119 N. Y. S. 526)	4007, 5319	Melghan v. Birmingham Termi- nal Co., (165 Ala. 591) ..	2359, 2956, 3014
Mead v. State, (73 Neb. 754) ..	999	Melgs' Appeal, (62 Pa. 28) ..	2546
Meade v. Aetna Life Ins. Co., (90 Fed. 237)	4918	Melly v. Columbus, (27 Ohio Cir. Ct. R. 822)	2616
Meadow Dam Co. v. Gray, (30 Me. 547)	1769	Melners v. St. Louis, (130 Mo. 274)	3268, 3287, 5613, 5615
Meadowcroft v. People, (154 Ill. 416)	4065	Melnsner v. Racine, (70 Wis. 561) 4220	
Meadville v. Bousch, (92 Pa. St. 327)	2139	Meisner v. Dillon, (29 Mont. 116) 5774	
Meadville v. Dickson, (129 Pa. St. 1)	4092, 4343	Meissner v. Boyle, (20 Utah, 316)	1075, 1151
Meadville Fuel Gas Co., Appeal of, (Pa. 4 Atl. 733)	3414	Meissner v. Toledo, (31 Ohio St. 387)	4416
Meadville Natural Gas Co. v. Meadville Fuel Gas Co., (1 Pa. Co. Ct. Rep. 448)	3414	Melich v. Washington, (47 N. J. L. 254)	1561
Meagher v. Storey County, (5 Nev. 244)	269, 1123, 1399, 2294	Melick v. Washington, (47 N. J. L. 254)	849
Meaher v. Chattanooga, (1 Head, Tenn. 74)	2302, 2318, 2384	Melker v. New York, (190 N. Y. 481)	3911, 5452
Mealey v. Hagerstown, (92 Md. 741)	2535	Meller v. Logan, (4 Idaho, 44) 2590	
Means v. Hendershott, (24 Ia. 78)	865	Mellon St., In re, (182 Pa. St. 397)	2999, 4246, 4260
Meardon v. Iowa City, (148 Ia. 12)	4239, 4267	Melpomene St. v. New Orleans, (14 La. Ann. 452)	3948
Meares v. Wilmington, (9 Ired. N. C. 78)	4329, 5395, 5589	Mellen v. Lansing, (11 Fed. 829) 4829	
Mecartney v. People, (202 Ill. 51)	4494	Mellichar v. Iowa City, (116 Ia. 390)	3151
Mechanics' and Farmers' Bank, Appeal of, (31 Conn. 63)	1651	Melon St., In re, (182 Pa. 397) ..	2992
		Melrose v. Cutter, (159 Mass. 461)	3055
		Melrose v. Hilland, (163 Mass. 303)	3056, 3065
		Meltzer v. Chicago, (153 Ill. App. 334)	2067, 2076, 2077
		Melvin v. Lisenby, (72 Ill. 68) 927	

(References are to Pages.)

Memphis v. Adams, (9 Heisk. Tenn. 518)	588, 1089, 2589
Memphis v. Battaille, (8 Heisk. Tenn. 524)	2252
Memphis v. Bethel, (17 Tenn. S. W. 191)	4867, 4929
Memphis v. Bing, (94 Tenn. 644)	2213
Memphis v. Brown, (20 Wall. U. S. 289) ..	1090, 2593, 2761, 4009, 4923
Memphis v. Brown, (Fed. Cas. No. 9,415)	4813
Memphis v. Cornell, (3 Tenn. Cas. 477)	2053
Memphis v. Dean, (8 Wall. U. S. 64)	3425
Memphis v. Hastings, (113 Tenn. 142)	3109, 3119, 3129, 3156
Memphis v. Hernando Ins. Co., (6 Baxt. - enl. 527)	5010
Memphis v. Kimbrough, (12 Heisk. Tenn. 133)	5510
Memphis v. Lasser, (9 Humph. Tenn. 757)	5395
Memphis v. Looney, (9 Baxt. Tenn. 130)	5036
Memphis v. Memphis Water Co., (5 Heisk. Tenn. 495) ..	2723, 3413, 3805
Memphis v. Memphis Water Co., (8 Baxt. Tenn. 587)	874, 4605
Memphis v. O'Connor, (53 Mo. 468)	2306, 2326
Memphis v. Postal Tel. Cable Co., (139 Fed. 707)	516
Memphis v. Postal Tel. Cable Co., (145 Fed. 602)	3452, 3555
Memphis v. Postal Tel. Cable Co., (164 Fed. 600)	3563
Memphis v. Schade, (12 Heisk. Tenn. 579)	2431
Memphis v. United States, (97 U. S. 293)	540
Memphis v. Winfield, (8 Humph. Tenn. 707)	1575, 1625
Memphis v. Woodward, (12 Heisk. Tenn. 499) ..	1115, 1126, 1133
Memphis v. Wright, (6 Yerg. Tenn. 497)	2519, 2837
Memphis, etc. v. Nolan, (14 Fed. 532)	1674
Memphis Brokerage Ass'n v. Cullen, (11 Lea, Tenn. 75)	2281
Memphis City R. Co. v. Memphis, (4 Cold. Tenn. 406)	3414
Memphis Gas Light Co. v. Memphis, (93 Tenn. 612)	2625
Memphis Gayoso Gas Co. v. Williamson, (9 Heisk. Tenn. 314) ..	1646, 3420
Memphis, etc. R. Co. v. R. R. Com'rs, (112 U. S. 609) ..	3364, 3474
Memphis Trust Co. v. Levee Dist., (69 Ark. 234)	256, 267
Menasha v. Hazard, (102 U. S. 81)	4873
Menczer v. Poage, (55 Tex. Civ. App. 415)	3245
Mendel & Co. v. Wheeling, (28 W. Va. 233)	5062, 5401, 5520
Mendelson v. McCabe, (144 Cal. 230)	2941
Mendenhall v. Burton, (42 Kan. 570)	317, 325, 344, 362, 5008
Mendenhall v. Clugish, (84 Ind. 94)	4053
Mendocino v. Peters, (2 Cal. App. 24)	3121
Mendota v. Thompson, (20 Ill. 197)	360, 632, 2404
Mendota First Nat. Bank v. Smith, (65 Ill. 44)	5000
Menefee, <i>in re</i> , (22 Okl. 365) ..	4721
Menefee v. Bell, (62 Mo. App. 659)	4036
Mengel Box Co. v. Louisville, (117 Ky. 735)	5013
Menken v. Atlanta, (78 Ga. 668) ..	1868
Menominee v. Menominee Circuit Judge, (81 Mich. 577)	5182
Menominee v. S. K. Martin Lumber Co., (119 Mich. 201)	5034
Menominee Water Co. v. Menominee, (124 Mich. 386)	4690
Mentz v. Cook, (108 N. Y. 504) ..	4867
Menzie v. Greensburg, (42 Ind. App. 657)	4305, 4306, 4315
Mercantile Trust Co. v. Denver, (161 Fed. 769)	3501
Mercantile Trust Co. v. Hensey, (205 U. S. 298)	4169
Mercantile Trust Co. v. Nigge-man, (119 Mo. App. 56)	4491
Mercantile Trust & Dep. Co. v. Collins Park & D. R. Co., (101 Fed. 347)	3446, 3570
Mercantile Trust & Dep. Co. v. Columbus W. Co., (130 Fed. 180)	1641, 3818
Mercantile Trust & Dep. Co. v. Columbus, (161 Fed. 135) ..	3403, 3668, 3819, 3820, 4730
Merced v. Fleming, (111 Cal. 46)	1583, 1585, 1829, 2275
Merced Falls Gas & Electric Co. v. Turner, (2 Cal. App. 720) ..	3543
Mercer v. Corbin, (117 Ind. 450)	2033, 2039, 2040, 2042
Mercer v. Floyd, (53 N. Y. S. 433)	4594, 5322
Mercer v. Hackett, (1 Wall. U. S. 83)	4809
Mercer v. Harrodsburg, (23 Ky. L. Rep. 1744)	2917
Mercer v. Pittsburgh Ft. W. & C. R. Co., (26 Pa. St. 99) ..	517, 3385, 3386
Mercer v. Provident Life & Trust Co., (72 Fed. 623) ..	4848, 4903, 4909
Mercer v. Wolff, (237 Ill. 74) ..	3088, 3119
Mercer County Traction Co. v. United New Jersey R. & C. Co., (64 N. J. Eq. 588)	3434
Merchant v. Markham, (170 Ala. 278)	3252
Merchant v. Marshfield, (35 Ore. 55)	3238
Merchant v. North, (10 Ohio St. 251)	1303
Merchant v. Waterman, (2 Ohio Dec. 429)	3296
Merchants' Bank v. Bergen County, (115 U. S. 384) ..	4837, 4880
Merchants' Insurance Co. v. Newark, (54 N. J. L. 138) ..	4817, 5006
Merchants of Memphis v. Memphis, (9 Baxt. Tenn. 76) ..	5022
Merchants Nat. Bank v. East Grand Forks, (94 Minn. 246) ..	535, 4754
Merchants Nat. Bk. v. Jaffray, (36 Neb. 218)	2121
Merchants' Police & Dist. Tel. Co. v. Citizens' Tel. Co., (123 Ky. 90)	3440, 3441, 3779, 5338
Merchants Realty Co. v. St. Paul, (77 Minn. 343)	4569
Merchant St., <i>in re</i> , (9 Phila. Pa. 590)	3992
Merchants' & Traders' Nat. Bank v. New York, (97 N. Y. 355) ..	4197
Merchant's Transfer Co. v. Board of Review, (128 Ia. 732)	1670

TABLE OF CASES.

5995

(References are to Pages.)

Merchants' Union Barb-Wire Co. v. Chicago R. I. & P. Ry. Co., (70 Ia. 105) ..	3417, 3426, 3429, 3526
Mercur v. Media Electric L. H. & P. Co., (19 Pa. Super. Ct. 519)	3592
Mercy v. Ohio, (Fed. Cas. No. 9,457)	4654, 4669, 4846, 4936
Meredith v. Sayre, (32 N. J. Eq. 557)	1534, 3008, 5196
Meridan v. Poole, (88 Miss. 108)	3213, 3284
Meriden v. Camp, (46 Conn. 284) ..	4348, 4351, 4490, 4504
Meridian v. Farmer Loan & Trust Co., (148 Fed. 67)	3102, 3817
Meridian v. Higgins, (81 Miss. 376)	4269
Meridian Water Works Co. v. Meridian, (85 Miss. 515)	3678
Meriwether v. Garrett, (102 U. S. 472)	352, 378, 381, 540, 553, 678, 685, 697, 715, 765, 1633, 1635, 2551, 4628, 5296, 5297
Merkee v. Rochester, (13 Hun. N. Y. 157)	1556, 2316
Merkle v. Bennington, (68 Mich. 133)	1793
Mernaugh v. Orlando, (41 Fla. 433)	5204
Merrell v. Campbell, (49 Wis. 535)	5224, 5225
Merriam, <i>in re</i> , (84 N. Y. 596) ..	2634, 2661, 4466
Merriam v. Chicago, etc. R. Co., (132 Mo. App. 247)	1292
Merriam v. New Orleans, (14 La. Ann. 318)	1735, 1740, 2282
Merriam v. People, (160 Ill. 555)	1661
Merriam v. Yuba County, (72 Cal. 517)	1534, 5312
Merrick v. Amherst, (12 Allen, Mass. 500)	4969
Merrick v. Arbela, (41 Mich. 630)	5212
Merrick v. Baltimore, (43 Md. 219)	3149
Merrick v. Van Santvoored, (34 N. Y. 208)	246, 720, 721
Merrifield v. Scranton, (5 Pa. Co. Ct. 388)	3985, 4093
Merrifield v. Worcester, (110 Mass. 216)	5562
Merrill v. Abbott, (62 Ind. 549)	4067
Merrill v. Brooklyn, (3 Edw. Ch. N. Y. 421)	4289, 4292
Merrill v. Claremont, (58 N. H. 463)	5767
Merrill v. Kalamazoo, (35 Mich. 211)	3890, 4553
Merrill v. Monticello, (14 Fed. 628)	4813, 4928, 4934
Merrill v. Monticello, (22 Fed. 589)	4823
Merrill v. Monticello, (138 U. S. 673)	4786, 4815, 4824, 4867
Merrill v. Plainfield, (45 N. H. 126)	5313
Merrill v. Portland, (Fed. Cas. No. 9, 470)	5765
Merrill v. St. Louis, (83 Mo. 244)	2375
Merrill, etc. Co. v. Shaw, (5 Minn. 148)	839
Merrill v. Sherburne, (1 N. H. 199)	617
Merrill v. South Side Irrigation Co., (112 Cal. 426)	3782
Merrimack v. Concord, (30 N. H. 299)	5113, 5122
Merrimack River Sav. Bank v. Lowell, (152 Mass. 556)	3532
Merrimon v. Southern Paving & C. Co., (142 N. C. 539) ..	5313, 5331, 5369
Merritt v. Duluth, (103 Minn. 238)	4304, 5341
Merritt v. Fitzgibbons, (29 Hun. N. Y. 634)	1854, 2042
Merritt v. Kewanee, (175 Ill. 537)	3993, 4000
Merritt v. Kinloch Tel. Co., (215 Mo. 299)	5638
Merritt v. McFarland, (4 Cal. App. 390)	1183
Merritt v. McNally, (14 Mont. 228)	1165, 1167
Merritt v. Portchester, (71 N. Y. 309)	4432, 4436
Merritt v. Portchester, (29 Hun. N. Y. 619)	3909
Merritt v. State, (42 Tex. Civ. App. 495)	5245
Merriwether v. Saline, (Fed. Cas. No. 9,485)	4864
Mersey Docks & Harbor Board v. Gibbs, (11 H. L. Cas. 686)	5511
Mertz v. District of Columbia, (18 App. D. C. 434)	2393
Mertz v. Press, (91 N. Y. S. 264)	4202
Merwin v. Chicago, (45 Ill. 132) ..	5223, 5225
Merz v. Missouri Pacific R. Co., (88 Mo. 672) ..	1441, 2087, 2090, 2091, 2092
Merz v. Missouri Pacific Ry. Co., (14 Mo. App. 459)	1849, 2096
Meserole v. Brooklyn, (8 Paige N. Y. 198)	3904, 4292, 4294
Messeck v. Columbia, (50 Barb. N. Y. 190)	5362
Messenger v. Buffalo, (21 N. Y. 196)	2769, 4181, 4184
Messenger v. Buffalo, (122 N. Y. S. 918)	5515
Mestayer v. Corrige, (33 La. Ann. 707)	2137
Metallic Compression Co. v. Fitchburg R. R. Co., (109 Mass. 277)	5520
Metcalf v. Boston, (158 Mass. 284)	2860, 3947, 5292
Metcalf v. Carter, (19 Ohio Cir. Ct. R. 196)	4520
Metcalf v. McAdoo, (95 N. Y. S. 511)	976, 1100
Metcalf v. People, (2 Colo. App. 262)	2293
Metcalf v. St. Louis, (11 Mo. 102) ..	719, 1898, 1934
Metcalf v. State, (49 Ohio St. 586)	600, 603, 604
Metcalf v. Seattle, (1 Wash. 297)	4693
Methodist Episcopal Church v. Ashtabula Water Co., (20 Ohio Cir. Ct. R. 578)	3455
Methodist Episcopal Church v. Hoboken, (33 N. J. L. 13)	3233
Methodist Episcopal Church v. Pennsylvania R. Co., (48 N. J. Eq. 452)	3418
Methodist Episcopal Church v. Vicksburg, (50 Miss. 601)	5337
Methodist Episcopal Church v. Wyandotte, (31 Kan. 721)	4223
Methodist Episcopal Union Church v. Pickett, (19 N. Y. 482)	360
Methodist Protestant Church v. Baltimore, (6 Gill Md. 391) ..	828, 1479, 3941, 3945, 4295
Metropolis Theater Co. v. Chicago, (246 Ill. 20) ..	1943, 2191, 2227, 2269, 4945
Metropolitan Board of Excise v. Barrie, (34 N. Y. 657)	2209

(References are to Pages.)

Metropolitan Board of Health v. Helster, (37 N. Y. 661).....	1453	Meyer v. Teutopolia, (131 Ill. 552)	1627, 2982, 3942
Metropolitan Board of Health v. Schmades, (3 Daly N. Y. 382)	3085	Meyer v. Thatcher, (11 Ill. 520)	3900
Metropolitan City Ry. Co. v. Chicago, (96 Ill. 620) 3003, 2933, 3426, 3423		Meyer v. Widder, (126 Cal. 352)	4796
Metropolitan Exhibition Co. v. Newton, (4 N. Y. 593) 3000, 2822, 2874		Meyer & Co. v. Jordan, (123 Ga. 569)	5299
Metropolitan Gas Co. v. Hyde Park, (27 Ill. App. 361).....	3467	Meyer & Co. v. Jones, (20 Ky. L. Rep. 1632)	1966
Metropolitan Life Ins. Co. v. Darenkamp, (18 Ky. L. Rep. 2349)	1785, 5025	Meyers, <i>Ex parte</i> , (7 Cal. App. 528)	2116
Metropolitan Life Ins. Co. v. Paria, (128 Ky. 301)	2227	Meyers v. Chicago, etc. R. Co. (67 Ia. 555) 1442, 1574, 1746, 3090, 2092	
Metropolitan Milk & Cream Co. v. New York, (28 N. Y. 894)	2242	Meyers v. Hudson County Electric Co., (63 N. J. L. 573) 3426, 3542	
Metropolitan Park Com'rs. <i>In re</i> , (309 Mass. 381)	4631	Meyers v. Hudson County Electric Co., (69 N. J. L. 350)	3422
		Meyers v. New York, (69 Hun. N. Y. 291)	944, 1220, 1222, 2625
		Meyers v. New York City, (66 N. Y. 755)	5318, 5319
		Meyers v. Pennsylvania Steel Co., (79 N. Y. 8. 129) 2649, 2650, 4118, 4127	
	549	Meyers v. Philadelphia, (217 Pa. 159)	5636, 5672, 5679
	5162	Meyler v. Meadville, (23 Pa. Co. Ct. 119)	2962
	1845	Mial v. Ellington, (124 N. C. 131)	1071
	3599	Miami County Com'rs. v. Willgua, (42 Kan. 487)	3204
	1314	Michael v. Mattoon, (172 Ill. 394)	4471
	5561	Michael v. State, (163 Ala. 425)	1292
		Michaelson v. Charleston, (75 S. E. 151)	5614
	3693	Michaelson v. Tilden, (72 Neb. 744)	657
	418	Michel v. New Orleans, (22 La. Ann. 1094)	1125
	3319	Michener v. Philadelphia, (118 Pa. 525) 3027, 3040, 4289, 4290, 5527	
Pa. St. 1)	1643	Michigan Cent. R. Co. v. Hammond, etc. R. Co., (42 Ind. App. 66)	3342, 3399
Metzger v. Chicago, (103 Ill. App. 605)	5694	Michigan Cent. R. Co. v. Bay City, (129 Mich. 264)	3379, 3312
Metzger v. Markham, (36 App. Cas. 212)	3464	Michigan Central R. Co. v. Huehn, (59 Fed. 335)	4020
Meurer v. Kilgus, (77 N. J. Eq. 175)	4201	Michigan City v. Boeckling, (122 Ind. 39)	5424, 5608, 5677, 5723
Meuser v. Risdon, (36 Cal. 289)	2700	Michigan City v. Leeda, (24 Ind. App. 271)	2602
Mexico v. Crigler, (101 Mo. App. 624)	2970	Michigan City v. Roberts, (34 Ind. 471)	2948
Mexico v. Harris, (115 Mo. App. 707)	2317, 2327, 2329	Michigan, etc. Power Co. v. Atwood, (126 Mich. 651)	4454
Mexico v. Jones, (27 Mo. App. 534)	2283	Michigan Stone & Supply Co. v. Harris, (81 Fed. 328)	4957
Mexico v. Lakenan, (129 Mo. App. 130)	4021, 4023, 4552	Michigan Tel. Co. v. Benton Harbor, (121 Mich. 512)	3541
Meyer v. Boonville, (162 Ind. 165)	3387, 3426, 3427, 3431, 5326, 5344	Michigan Tel. Co. v. Charlotte, (93 Fed. 11)	3534, 3544, 3545
Meyer v. Bridgeton, (37 N. J. L. 160)	2272, 2285, 2286	Michigan Tel. Co. v. St. Joseph, (121 Mich. 502) 1641, 3476, 3478, 3540, 3541	
Meyer v. Brown, (65 Cal. 583)	4827, 4827, 4923	Mickey v. Indianola, (Ia. 114 N. W. 1072)	5679
Meyer v. Burlington, (52 Ia. 560)	4267	Micks v. Mason, (145 Mich. 212)	2057, 2077
Meyer v. Covington, (103 Ky. 546)	3240, 4452, 4526	Middaugh v. Chicago, (187 Ill. 220)	4012, 4057, 4473
Meyer v. Fronner, (108 Ind. 205)	1516, 4114	Middle Kittitas Irr. Dist. v. Peterson, (4 Wash. 147)	4696
Meyer v. Kalkmann, (6 Cal. 582)	2297, 2298	Middle Valley Trap Rock, etc. Co. v. Morris, (70 N. J. L. 625)	2635
Meyer v. Lewis, (43 Mo. App. 117)	2022	Middleborough v. Coal etc. Bank, (Ky. 110 S. W. 355)	4554
Meyer v. Muscatine, (1 Wall. U. S. 384)	4622, 4822, 4842, 4860	Middleborough v. Coal & Iron Bank, (108 Ky. 630) 4922, 5012, 5016, 5018, 5025, 5025, 5029	
Meyer v. Petersburg, (29 Minn. 450)	3214		
Meyer v. Rosedale, (84 Kan. 302)	4279		
Meyer v. San Francisco, (150 Cal. 131)	4792, 4796, 5271, 5272		

TABLE OF CASES.

5997

(References are to Pages.)

Middleborough, etc. Co. v. Knoll, (21 Ky. L. Rep. 1399) 4144, 4150	Mill v. Brown, (31 Utah 473) 5110, 5113
Middleport v. Aetna Life Ins. Co., (82 Ill. 562) 875, 4609, 4828, 4936	Mill v. State, (1 Ga. App. 134) 2442
Middlesex, Husbandmen v. Davls, (3 Metc. Mass. 133) 354, 575	Mill Creek, <i>In re</i> , (32 Pa. Super. Ct. 465) 649
Middlesex R. Co. v. Boston & C. R. Co., (115 Mass. 347) 3477	Mill Creek Valley St. Ry. Co. v. Carthage, (18 Ohio Cir. Ct. R. 216) 544, 2746
Middlesex R. Co. v. Wakefield, (103 Mass. 261) 2462	Mill Valley v. House, (142 Cal. 698) 4676, 4817
Middlesex Water Co. v. Knappman Whiting Co., (64 N. J. L. 240) 3600	Millan v. Chariton, (145 Ia. 648) 4409
Middleton v. Ames, (7 Vt. 166) 2201	Millard v. Webster City, (113 Ia. 220) 4242
Middleton v. Mason City & Ft. D. R. Co., (127 Ia. 433) 3610	Millcreek Twp. v. Erie Rapid Transit St. R. Co., (209 Pa. St. 300) 3506
Middleton v. New Jersey West Line Ry. Co., (26 N. J. Eq. 269) 1792	Milledge v. Kansas City, (100 Mo. App. 490) 5688, 5735
Middleton v. Robins, (53 N. J. L. 555) 1729, 5329	Milledgeville v. Cooley, (55 Ga. 17) 5604
Middleton v. St. Augustine, (42 Fla. 287) 4843, 4871, 4925	Miller, <i>Ex parte</i> , (89 Cal. 41) 1563
Middleton Savings Bank v. Dubuque, (15 Ia. 394) 2520	Miller, <i>Ex parte</i> , (12 Mo. App. 592) 5302
Middletown v. Newport Hospital, (16 R. I. 319) 5171	Miller, <i>In re</i> , (44 Mo. App. 125) 1557, 2307, 2380, 2382
Mifflintown v. Jacobs, (69 Pa. St. 151) 4995	Miller, <i>In re</i> , (3 N. Y. St. 337) 4467
Mikesell v. Durkee, (34 Kan. 509) 2873, 2939, 2940	Miller, <i>In re</i> , (16 Manitoba, 479) 2157, 2158
Milam v. Bateman, (54 Tex. 153) 511, 2457	Miller v. Ammon, (145 U. S. 421) 2118
Millarkey v. Foster, (6 Ore. 378) 359, 2963	Miller v. Amsterdam, (149 N. Y. 288) 3988, 4303
Milbank v. Western Surety Co., (21 S. D. 261) 2641, 2682, 4212	Miller v. Anheuser, (2 Mo. App. 168) 1479, 4031
Milburn v. Cedar Rapids, (12 Ia. 246) 3320	Miller v. Aracoma, (30 W. Va. 606) 4304, 5182
Miles & Bradt v. Atlanta, (120 Ga. 972) 4174	Miller v. Bellefontaine, (2 Ohio Cir. Ct. R. 139) 2444
Miles v. Brooklyn, (90 N. Y. S. 702) 5571, 5578	Miller v. Berlin, (Fed. Cas. No. 9,562) 4919
Miles v. Chamberlain, (17 Wis. 446) 1548, 1552, 2050, 2056	Miller v. Board, (15 Misc. Rep. N. Y. 322) 1175
Miles v. Holt County, (86 Neb. 238) 2625, 2750	Miller v. Bradford, (186 Pa. 164) 5622, 5695
Miles v. State Board of Health, (39 Mont. 405) 5563	Miller v. Bridgewater, (24 N. J. L. 54) 5285
Miles v. Worcester, (154 Mass. 511) 5509	Miller v. Burch, (32 Tex. 208) 1416, 1891, 1914, 1930
Miles City v. Red. Kern, (12 Mont. 119) 1819, 2326, 2337	Miller v. Bush, (34 N. Y. S. 286) 5174
Milesburg v. Green, (Pa. 14 Atl. 256) 3921	Miller v. Camden, (64 N. J. L. 201) 603, 774
Milford, <i>In re</i> , (4 Pa. St. 303) 3900	Miller v. Canton, (112 Mo. App. 322) 5605, 5721, 5727, 5732
Milford v. Bangor R. & E. Co., (106 Me. 316) 3601	Miller v. Cincinnati, (10 Ohio Dec. Reprint, 423) 2801
Milford v. Cincinnati, etc. Traction Co., (26 Ohio Cir. Ct. R. 271) 4100	Miller v. Cincinnati L. & A. E. St. Ry. Co., (43 Ind. App. 540) 3629
Milford v. Holbrook, (9 Allen, Mass. 17) 1470	Miller v. Commonwealth, (88 Va. 618) 2370
Milford v. Milford Water Co., (124 Pa. St. 610) 1106, 1316, 2740, 2752	Miller v. Cunningham, (7 Pa. Ct. R. 500) 5018
Milford v. Orono, (50 Me. 529) 808, 837	Miller v. Davenport, (8 Ida. 593) 5223
Milford v. Powner, (126 Ind. 528) 1353, 1372	Miller v. Des Moines, (143 Ia. 409) 2652, 2689, 5356
Milford, etc. Turnpike Co. v. Bursh, (10 Ohio 111) 569	Miller v. Detroit, (156 Mich. 630) 5595, 5671
Milhau v. Sharp, (15 Barb. N. Y. 194) 1536, 2475, 3391, 3456, 3564, 5196	Miller v. Detroit, etc. R. Co., (125 Mich. 171) 2863
Milhau v. Sharp, (17 Barb. N. Y. 435) 1981, 2332, 3717, 5192	Miller & Bussey v. Dugas, (77 Ga. 386) 955
Milhau v. Sharp, (27 N. Y. 611) 1769, 3368, 3388, 3389, 3390, 3399	Miller v. Fitchburg, (180 Mass. 32) 2557
Military Parade Grounds, <i>In re</i> , (60 N. Y. 319) 3148, 3970	Miller v. Ford, (4 Rich. Law. 376) 5175
	Miller v. Goodwin, (70 Ill. 659) 4939
	Miller v. Grandy, (13 Mich. 540) 5343, 5361
	Miller v. Greenwalt, (64 N. J. L. 197) 707
	Miller v. Gregg, (26 Ia. 75) 2461
	Miller v. Hastings, (25 Pa. Super. Ct. 569) 5063

(References are to Pages.)

Miller v. Horton, (152 Mass. 540) 1924, 1933	Miller v. Wilkes-Barre Gas Co., (206 Pa. St. 254) 3581, 3660, 3735
Miller v. Indianapolis, (123 Ind. 196) 3266, 3270	Miller's Adm'r. v. Pensacola, (2 Woods C. C. 632) 675, 694
Miller v. Kalamazoo, (140 Mich. 494) 5404	Miller & Franklin v. Lynchburg, (20 Grat. Va. 330) 5031
Miller v. Kansas City, (157 Mo. App. 533) 5729	Millerstown v. Bell, (123 Pa. St. 151) 2247
Miller v. Kister, (68 Cal. 142) 453	Millerstown v. Frederick, (114 Pa. St. 435) 4880, 4935
Miller v. Lerch, (1 Wall. U. S. C. C. 210) 2491	Millet v. Stoneham, (26 Me. 78) 2601
Miller v. Lowry, (5 Phila. Pa. 202) 1025	Millett v. People, (117 Ill. 294) 1889
Miller v. Mayo, (88 Cal. 568) .. 3984	Millett v. Princeton, (167 Ind. 582) 5421
Miller v. Milwaukee, (14 Wis. 642) 796, 881, 3893, 4187, 4189	Millikin v. Bowling Green, (9 Ohio Cir. Ct. R. 493) 2810
Miller v. Minneapolis, (75 Minn. 131) 5062, 5400, 5520, 5521	Milliken v. Denny, (135 N. C. 19) 2792, 2793
Miller v. Mobile, (47 Ala. 163) 4292	Milliken v. Denny, (141 N. C. 224) 3270
Miller v. Morristown, (47 N. J. Eq. 62) 5570, 5577	Millikin v. Edgar, (142 Ill. 528) 2730
Miller v. Mullan, (17 Idaho, 28) 5126, 5601, 5605, 5733	Milliken v. Houghten, (Cal. 4 Pac. 914) 4557
Miller v. Newport News, (101 Va. 432) 3048, 5419, 5447, 5449, 5528, 5543	Milliken v. Weatherford, (54 Tex. 388) 1219, 1621
Miller v. New York, (93 N. Y. S. 227) 5674	Milliken Bros. v. New York, (201 N. Y. 65) 4199, 4201
Miller v. New York, (3 Hun, N. Y. 35) 1084, 2734, 2735, 5120	Million v. Soule, (15 Wash. 261) 4757
Miller v. New York, (15 Wall. U. S. 478) 1769, 1770	Milloy & Tp., <i>In re</i> , of Onon- daga, (6 Ont. Rep. 573) 1572
Miller v. New York Taxicab Co., (120 N. Y. S. 899) 2967	Mills, <i>In re</i> , (135 U. S. 263) 2424
Miller v. New York and Erie Ry. Co., (21 Barb. N. Y. 513) 1763, 1770	Mills v. Brooklyn, (32 N. Y. 489) 3037, 3038, 5527, 5537
Miller v. North Adams, (182 Mass. 569) 5131	Mills v. Burlington & M. R. R. Co., (47 Ia. 66) 812, 5146, 5148
Miller v. O'Reilly, (84 Ind. 168) 2430	Mills v. Charleston, (29 Wis. 400) 539, 4090
Miller v. Palermo, (12 Kan. 14) 5251, 5343	Mills v. Chicago, (182 Ill. 249) 4070
Miller v. Park City, (Tenn. 150 S. W. 90) 4862	Mills v. Chicago, (127 Fed. 781) 3704, 3707, 3779
Miller v. Perris Irrigation Dist., (85 Fed. 693) 348	Mills v. Detroit, (95 Mich. 422) 3976, 3984, 3985
Miller v. Perris Irrigation Dist., (99 Fed. 143) 4903	Mills v. Gleason, (11 Wis. 470) 324, 1283, 1307, 2734, 4009, 4573, 4624, 4869, 4938
Miller v. Pennsylvania R. Co., (Pa. 8 Atl. 209) 5757	Mills v. Learn, (2 Or. 215) 893
Miller v. Philadelphia, (231 Pa. St. 196) 4616	Mills v. Missouri, etc. Railroad Co., (94 Tex. 242) 1901
Miller v. Pierce, (2 Cin. R. 44) 4109, 5372	Mills v. Norwood, (11 Ohio Dec. 416) 4071
Miller v. Pineville, (121 Ky. 211) 599, 601, 666, 635	Mills v. Norwood, (6 Ohio Cir. Ct. R. 305) 3950
Miller v. Pulaski, (109 Va. 137) 3111, 3114, 3115	Mills v. Philadelphia, (187 Pa. 287) 5716
Miller v. Rosenberger, (144 Mo. 292) 2467	Mills v. San Antonio, (Tex. 65 S. W. 1121) 821, 1323, 1344
Miller v. St. Paul, (38 Minn. 134) 5701, 5717, 5718	Mills v. State, (2 Wash. 566) 1010, 5251
Miller v. Seney, (81 Ga. 489) 1159	Mills' Guardian v. Hopkinsville, (11 Ky. L. Rep. 164) 5032
Miller v. Socorro, (9 N. M. 416) 4778, 5333	Mills Pub. Co. v. Larrabee, (78 Ia. 97) 2704, 2706
Miller v. State, (44 Tex. Cr. Rep. 99) 4949	Millsap v. Balfour, (154 Cal. 303) 4413
Miller v. Sterling, (198 Ill. 523) 588	Millsaps v. Monroe, (37 La. Ann. 641) 509, 2523
Miller v. Superior Machine Co., (79 Ill. 450) 583	Millsaps v. Terrell, (60 Fed. 193) 4632, 4832
Miller v. Teachout, (24 Ohio St. 525) 2507	Millvale, <i>In re</i> , (162 Pa. 374) 2636, 3817, 4132, 4985, 4988
Miller v. Toledo, (7 Ohio N. P. 477) 4389	Millvale, <i>In re</i> , (14 Pa. Co. Ct. R. 79) 5371
Miller v. Trustees, (88 Ill. 26) .. 2439	Millvale v. Evergreen R. Co., (131 Pa. St. 1) 3144
Miller v. Valpara'iso, (10 Ind. App. 22) 1891, 2077, 5462	Millville Borough, <i>In re</i> , (10 Pa. Co. Ct. R. 321) 317, 338
Miller v. Warner, (59 N. Y. S. 956) 945	Millville Gaslight Co. v. Vine- land L. & P. Co., (72 N. J. Eq. 305) 3779
Miller v. Washington, (2 Hay- ward & H. D. C. 241) 1018	Millville Imp. Co. v. Pitman, Glassboro & Clayton Gas Co., (75 N. J. 410) 3413, 3444
Miller v. Webster City, (94 Iowa, 162) 3939	

TABLE OF CASES.

5999

(References are to Pages.)

Milville Traction Co. v. Goodwin, (53 N. J. Eq. 448)	2919	Minersville v. Schuylkill Electric R. Co., (208 Pa. St. 394) 3457, 3504, 3510	
Milne v. Davidson, (8 Martin, N. S. La. 403)	792, 1412, 1912, 1912	Mingay v. Hanson, (102 N. Y. 695)	4615
Milne v. New Orleans, (12 La. 68)	348, 582, 596	Minhinnah v. Haines, (29 N. J. L. 388)	5286
Milner v. Pensacola, (Fed. Cas. No. 9,419) N.	4829, 4907	Mining Co. v. Cullina, (104 U. S. 176)	956
Milner v. Reibenstein, (85 Cal. 592)	1149	Minneapolis v. Janney, (86 Minn. 111)	2525, 4602
Milner v. Trenton, (20 N. J. L. 252)	2644	Minneapolis v. Minneapolis Street Ry. Co., (215 U. S. 417) 3482, 3488, 3707, 3711, 3712	
Milner v. Trenton, (66 N. J. L. 150)	2985	Minneapolis v. Wilkin, (30 Minn. 140)	4421
Milnes v. Gery, (14 Ves. 400)	2221	Minneapolis Brewing Co. v. McGillivray, (104 Fed. 258)	1678
Milo v. Harmony, (18 Ma. 415)	857	Minneapolis Gas-Light Co. v. Minneapolis, (36 Minn. 159)	3293
Milostan v. Chicago, (148 Ill. App. 540)	5769	Minneapolis General E. Co. v. Minneapolis, (194 Fed. 215) 3574, 3705	
Milster v. Spartanburg, (68 S. C. 242)	596, 4972, 5026	Minneapolis Police Dept. Relief Ass'n., <i>in re</i> , (85 Minn. 302) 5331, 5334	
Milster v. Spartansburg, (68 S. C. 26)	4972, 5026	Minneapolis, etc. R. Co. v. Britt, (105 Ia. 198)	3212
Milton v. Haden, (32 Ala. 30)	894	Minneapolis, etc. R. Co. v. Lindquist, (119 Ia. 144)	4384, 4385, 4392, 4399, 4460, 4462, 4522
Milton v. Hoagland, (3 Pa. Co. Ct. R. 282)	1492, 2144, 2292, 2216	Minneapolis, etc. R. Co. v. Hartland, (85 Minn. 76)	3141, 3142
Milton Schnaler & Co. v. Grigsby, (117 N. Y. S. 455)	1410	Minneapolis Co. v.	3212
Miltonvale v. Lanoue, (35 Kan. 802)	1555	Minneapolis v. Milner, (57 F. r. Minn. 9)	1934
Milward v. Thatcher, (2 T. R. 21)	1002	Minneapolis v. Minneapolis, (3503, 3549, 3775)	
Milwaukee v. Davis, (6 Wis. 377)	3281, 5431, 5702, 6761	Minnesota, etc. Land & Imp. Co. v. Billings, (111 Fed. 973) 904, 2035, 4403	
Milwaukee v. Gimble Bros., (180 Wis. 21)	5160	Minnesota Linseed Oil Co. v. Palmer, (20 Minn. 468) 4525, 4526, 5264	
Milwaukee v. Gross, (21 Wis. 241)	792, 1589, 1600, 1944, 1947	Minnesota Thresher Mfg. Co. v. Langdon, (44 Minn. 37)	3282
Milwaukee v. Herman Zoehrlaut Leather Co., (114 Wis. 278) 332, 3361, 5124		Minor v. Hamilton, (11 Ohio Cir. Dec. 16)	4077
Milwaukee v. Koeffler, (116 U. S. 219)	5263	Minor v. Hamilton, (20 Ohio Cir. Ct. R. 4)	3982, 3999
Milwaukee v. Milwaukee, (12 Wis. 23)	501, 519, 512, 661	Minor v. Loggins, (14 Tex. Civ. App. 15)	4758
Milwaukee v. Milwaukee El. Ry. & L. Co., (147 Wis. 458)	3555	Minot v. Boston, (142 Mass. 274) 4922	
Milwaukee v. Milwaukee, etc. Co., (7 Wis. 85)	3221	Minot v. Boston Asylum, (7 Met. Mass. 416)	562
Milwaukee v. Shailer, (84 Fed. 106)	4164	Minot v. West Roxbury, (112 Mass. 1)	309, 358, 359
Milwaukee Boiler Co. v. Wadhams Oil & G. Co., (126 Wis. 22)	2809, 2955	Minter v. Bradstreet, (174 Mo. 444)	1791
Milwaukee El. Ry. & L. Co. v. Milwaukee, (87 Fed. 577) 3762, 3771, 4417, 5107, 5108		Minturn v. Larue, (22 How. U. S. 435)	787, 396, 3416
Milwaukee Fire Dept. v. Helfenstein, (16 Wis. 126)	2264	Mintzer v. Schilling, (117 Cal. 261)	690, 1263
Milwaukee R. Co., <i>in re</i> , (124 Wis. 490)	2143	Miranda, <i>Es ports</i> , (73 Cal. 265) 1266, 1324, 2191, 2249	
Milwaukee, etc. R. Co. v. Fairbault, (23 Minn. 167) 2140, 3944, 4220		Miservey v. People, (208 Ill. 646) 4422, 4426	
Milwaukee v. United States F. & G. Co., (144 Wis. 503)	2229	Missano v. New York, (160 N. Y. 123)	5125, 5128, 5427, 5591
Minges v. Shoenig, (72 Minn. 528)	1744	Mississippi v. Johnson, (4 Wall. U. S. 475)	1522
Minden v. Silverstein, (26 La. Ann. 912)	1625, 2129, 2297	Mississippi, etc. R. Co. v. Camden, (23 Ark. 300)	372
Miner v. Miner, (11 Ill. 49)	5112	Missouri v. Illinois, (180 U. S. 208)	2062
Miner v. Vedder, (66 Mich. 101) 4762, 4771		Missouri v. Murphy, (170 U. S. 78)	2012
Mineral City v. Gilbow, (81 Ohio St. 262)	5757		
Mineral City v. Render, (61 Ohio St. 122)	972		
Mineral Wells v. Darby, (Tex. 51 S. W. 261)	4582		
Mineralized Rubber Co. v. Cleburne, (22 Tex. Civ. App. 621) 2770, 4622			
Miners' Ditch Co. v. Zellerbach, (27 Cal. 542)	250, 2553		

(References are to Pages.)

Missouri City v. Hutchinson, (71 Mo. 46)	2350	Mitchell v. Tulsa Water L. H. & P. Co., (21 Okla. 248) 3421, 3804, 3818, 3821	3821
Missouri-Edison Electric Co. v. Weber, (102 Mo. App. 95)	3294	Mitchell v. Willes, (59 Ind. 364) 5253	5253
Missouri Institute for Blind v. How, (27 Mo. 211)	2810	Mitchell v. Williams, (27 Ind. 62) 2052, 2271	2271
Missouri K. & T. Trust Co. v. Smart, (51 La. Ann. 416)	1772	Mitchell v. Witt, (98 Va. 459) 1022, 1044, 1237	1237
Missouri, etc. R. Co. v. Baker, (14 Kan. 563)	955		5561
Missouri, etc. R. Co. v. Bratcher, (54 Tex. Civ. App. 10)	643, 654		5672
Missouri, etc. R. Co. v. Fort Scott, (15 Kan. 435)	4503		
Missouri, etc. R. Co. v. Haber, (169 U. S. 413)	1554		2360
Missouri, etc. R. Co. v. Olathe, (156 Fed. 524)	3497		262
Missouri, etc. R. Co. v. Owens, (Tex. 75 S. W. 579)	1839		2556
Missouri Pacific Ry. Co. v. Chick, (6 Kan. App. 431)	1824		4816
Missouri Pacific Ry. Co. v. Kansas, (216 U. S. 362)	1647		2192
Missouri Pacific R. Co. v. Wyandotte, (44 Kan. 33) 1472, 1482, 1489			5022
Missouri River Tel. Co. v. Mitchell, (22 S. D. 191) 3399, 3483, 3495, 3569, 3777			4537
Mister v. Kansas City, (18 Mo. App. 217)	2569, 2621, 4615		
Mitchell, <i>Ex parte</i> , (104 Mo. 121) 2444, 2445			
Mitchell v. Abbott, (86 Me. 338) 866			
Mitchell v. Brown, (18 N. H. 315)	1247		
Mitchell v. Burlington, (4 Wall. U. S. 370)	4314, 4315, 4934		
Mitchell v. Cincinnati, (7 Ohio Dec. 310)	5147		
Mitchell v. City Nat. Bank, (16 Tex. Civ. App. 172)	4871, 4902		
Mitchell v. City Nat. Bank, (91 Tex. 361)	4620, 4621, 4873		
Mitchell v. Dakota Central Tel. Co., (25 S. D. 409) 1720, 1735, 3450, 3454, 3552			
Mitchell v. Denver, 38 Colo. 37)	2811		
Mitchell v. Fox & Denton, (5 Lea, Tenn. 420)	4962		
Mitchell v. Halsey, (15 Wend. N. Y. 241)	2832		
Mitchell v. Horton, (75 Ia. 271) 1319, 1320			
Mitchell v. Lemon, (34 Md. 176) 2322			
Mitchell v. Miller, (95 Minn. 62) 5225			
Mitchell v. Milwaukee, (13 Wis. 92)	2641, 4109, 4163, 4534		
Mitchell v. Negaunee, (113 Mich. 359)	3793, 3794, 3801, 3842, 4024, 4373, 5009		
Mitchell v. Peru, (163 Ind. 17) 4292, 4304			
Mitchell v. Richmond, (107 Va. 193)	5755		
Mitchell v. Rockland, (41 Me. 363)	1932, 1933, 5399, 5499		
Mitchell v. Rockland, (45 Me. 426)	1902		
Mitchell v. St. Louis, etc. R. Co., (116 Mo. App. 81)	2809		
Mitchell v. St. Louis, (14 Mo. App. 600)	4235, 4240		
Mitchell v. St. Paul, (114 Minn. 141)	4629		
Mitchell v. Smith, (12 S. D. 241) 4698			
Mitchell v. Tell City, (41 Ind. App. 294)	5716		
Mitchell v. Titus, (33 Colo. 385) 4042, 4044			
			4127
			3954
			4565
			2361
			2720, 2724
			4540
			4061
			1866
			5262, 5264
			2431
			3586
			2234, 2236
			3277
			4336
			5036
			2248
			1674
			3419
			2362
			3854
			2534
			2236
			5156
			2354
			266
			5748
			4169
			1214
			5004
			4994
			834

TABLE OF CASES.

6001

(References are to Pages.)

Mobile v. Waring, (41 Ala. 139)	5040	Monaghan v. School Dist., (38 Wis. 100)	1371, 1373
Mobile v. Watson, (116 U. S. 289)	712	Monett v. Beaty, (79 Mo. App. 315)	1797
Mobile v. Yuille, (3 Ala. 137)		Monett v. Ha'l, (128 Mo. App. 91)	2191, 4947
799, 1420, 1545, 1549, 1560, 1563, 1587, 2159, 2189, 2198, 2228,	2281	Monett Electric L. P. & I. Co. v. Monett, (186 Fed. 360)	3819
Mobile Dry Docks Co. v. Mobile, (146 Ala. 198)	2469	Monford v. State, (35 Tex. Cr. R. 237)	361
Mobile & Ohio R. Co. v. Davis, (130 Ill. 146)	2791	Mongenais v. Rigand, (11 Quebec Super. Ct. R. 348)	1425
Mobile & Ohio R. Co. v. Tennessee, (153 U. S. 486)	1638	Monies v. Lynn, (119 Mass. 273)	5723
Mobile & O. R. Co. v. State, (51 Miss. 137)	2784, 2791	Monje v. Grand Rapids, (122 Mich. 645)	5706
Mobile Savings Bank v. Oktibbeha County Sup'rs., (24 Fed. 110)	4841, 4874	Monk v. Ballard, (42 Wash. 35)	4436, 4458, 4405, 4521
Mobile School Com'rs. v. Putman, (44 Ala. 506)	252	Monk v. George, (86 Ia. 315)	619, 634, 659
Mobile Transportation Co. v. Mobile, (128 Ala. 385)	2468, 2469	Monk v. New Utrecht, (104 N. Y. 552)	5423
Mock v. Muncie, (9 Ind. App. 536)	4383, 4384, 4386, 4509, 4510	Monk v. Plackard, (71 Me. 309)	1933
Mock v. Santa Rosa, (126 Cal. 320)	1167, 5129, 5173, 5176, 5333, 5336,	Monmouth v. Sullivan, (8 Ill. App. 50)	5757
Modern Horse Shoe Club v. Stewart, (242 Mo. 421)	5062	Mono v. Flanigan, (130 Cal. 105)	2283
Moers v. Reading, (21 Pa. St. 188)	482, 874	Monongahela Bridge Co. v. Pittsburgh, (12 Pa. Co. Ct. R. 87)	4993
Moeschen v. Tenement House Dept., (208 U. S. 583)	2173, 3099	Monongahela City v. Monongahela Electric L. Co., (12 Pa. Co. Ct. Rep. 529)	3541, 3969
Moest v. Buffalo, (101 N. Y. S. 996)	5473, 5507	Monongahela Water Co., <i>In re</i> , (223 Pa. 323)	3159
Moffat v. Henderson, (50 N. Y. Super. Ct. 211)	3867	Monroe v. Danbury, (24 Conn. 199)	3906
Moffatt v. Kenney, (174 Mass. 311)	3289	Monroe v. Detroit, etc. Ry. (143 Mich. 315)	3449
Moffett, etc. Co. v. Rochester, (178 U. S. 373)	2679, 2698	Monroe v. Gerspach, (83 La. Ann. 1011)	1911, 1961
Moffitt v. Asheville, (103 N. C. 237)	204, 5395, 5400, 5454	Monroe v. Hardy, (46 La. Ann. 1232)	1865, 1873, 1876, 2358, 2367
Moffitt v. Jordon, (127 Cal. 622)	4559	Monroe v. Harrell, (147 Ind. 500)	4723
Mohan v. Jackson, (52 Ind. 599)	945	Monroe v. Hoffman, (29 La. Ann. 651)	918, 1043, 1052, 2061
Mohmking v. Bowes, (65 N. J. L. 469)	4983	Monroe v. Johnson, (106 La. 350)	3955
Mohr v. Chicago, (114 Ill. App. 283)	2675, 2680, 2708	Monroe v. Lawrence, (44 Kan. 607)	792, 1600, 1980
Mohr v. Pierce, (65 Wash. 370)	3344	Monroe v. Meuer, (35 La. Ann. 1192)	2358, 2363, 2370
Mohrman v. Augusta, (103 Ga. 841)	2338	Monroe Water Co. v. Heath, (115 Mich. 277)	4290, 4734
Moir v. Munday, (Sayer, K. B. 181)	1709	Monroe Water Works Co. v. Monroe, (110 Wis. 1117)	2716, 2751, 3677, 3681, 5012, 5143
Moises v. Thornton, (8 T. R. 303)	582	Montague v. Kolkmeyer, (138 Mo. App. 288)	4153
Molacek v. White, (31 Okla. 693)	5072, 5273	Montclair v. Amend, (76 N. J. L. 625)	2064
Molhumes v. Cleveland, (4 Ohio Dec. 488)	1996, 2907	Montclair v. Ramsdell, (107 U. S. 147)	4829
Moline v. Greene, (252 Ill. 475)	3132, 3133	Montclair v. Scola, (76 N. J. L. 137)	1782, 1837, 1840
Moll v. Chicago, (194 Ill. 28)	4070	Montclair v. Thomas, (31 Colo. 327)	705
Moll v. Sblsa, (51 La. Ann. 290)	940	Montclair Military Academy v. North Jersey L. & R. Co., (70 N. J. L. 229)	3436, 3617
Mollandin v. Union Pac. R. Co. (14 Fed. 394)	3612	Montclair Water Co. v. Montclair, (N. J. 79 Atl. 258)	3674
Moller v. Galveston, (23 Tex. Civ. App. 693)	4647, 4843, 4847, 4848	Monteith v. Parker, (36 Ore. 170)	4764
Molloy v. Briarcliff Manor, (129 N. Y. S. 929)	4168, 4169, 4184	Montenegro-Riehm M. Co. v. Board of Education, (147 Ky. 720)	5271
Molloy v. New Rochelle, (198 N. Y. 402)	2686, 2698, 2706, 2709, 5337	Monterey v. Malarin, (99 Cal. 290)	2812
Molway v. Chicago, (239 Ill. 486)	2039, 2966, 5648, 5649	Montezuma v. Law, (1 Ga. App. 579)	5440, 5629
Molyneaux v. Minneapolis, (115 Minn. 188)	4816	Montford v. Allen, (111 Ga. 18)	4567, 4656
Momence v. R. Shannon & Co., (135 Ill. App. 533)	4193	Montfort v. Wheelock, (78 Minn. 169)	1196, 5101
Monaghan v. Indianapolis, (37 Ind. App. 280)	2633, 2646, 2647, 2648		
Monaghan v. Lewis, (5 Penn. Del. 218)	4962		
Monaghan v. Philadelphia, (28 Pa. St. 207)	5189, 5296		

(References are to Pages.)

Montgomery, <i>Ex parte</i> , (64 Ala. 468) 1555, 1557, 2189, 2226, 2445, 4984	Montgomery Gaslight Co. v. Montgomery, (87 Ala. 245) 1532, 1534, 1645, 3489, 3506, 3829, 3831, 3834, 5197
Montgomery v. Auchley, (108 Mo. 492) 578	Montgomery Light & Water Power Co. v. Citizens' L. H. & P. Co., (142 Ala. 462) 1298, 3416
Montgomery v. Barber, (45 Ala. 237) 2608	Montgomery Light & Water Power Co. v. Watts, (165 Ala. 370) 3593, 3693
Montgomery v. Barefield, (1 Ala. App. 515) 4957	Monticella Bank v. Coffin's Grove, (51 Ia. 350) 280
Montgomery v. Barnett, (149 Ala. 119) 4121	Monticello v. Banks, (48 Ark. 251) 4418
Montgomery v. Belser, (53 Ala. 379) 2426, 2438	Monticello v. Cohn, (48 Ark. 254) 2774
Montgomery v. Bradley & Edwards, (159 Ala. 230) 5704, 5744	Monticello v. Condo, (47 Ind. App. 490) 5666
Montgomery v. Capital City Water Co., (92 Ala. 361) 3472, 3536	Monticello v. Kennard, (7 Ind. App. 135) 5727, 5729
Montgomery v. Comer, (155 Ala. 422) 5733	Montpelier v. East Montpelier, (27 Vt. 704) 700
Montgomery v. Foster, (54 Ala. 62) 2317, 2381, 2797	Montpelier v. East Montpelier, (29 Vt. 12) 380, 501, 511, 513, 699, 700, 5103
Montgomery v. Foster, (133 Ala. 587) 2797, 4454, 4461	Montpelier v. Elmore, (71 Vt. 193) 855, 858
Montgomery v. Gilmer, (33 Ala. 116) 5527, 5542, 5650	Montpelier v. Senter, (72 Vt. 112) 1114
Montgomery v. Gilmer, (1 Ala. App. 526) 4957	Montpelier Savings Bank & Trust Co. v. Quinn, (149 Mich. 701) 5042
Montgomery v. Hinds, (134 Ind. 221) 2818	Montpelier Savings Bank & Trust Co. v. School Dist. No. 5, (115 Wis. 622) 4875, 4888, 4906, 4913
Montgomery v. Hughes, (65 Ala. 201) 1057, 1192	Montreal Gas Co. v. Cadieux, (28 Can. Sup. Ct. 382) 3580
Montgomery v. Hutchinson, (13 Ala. 573) 1905	Montreal Street Ry. Co. v. Montreal, (23 Can. Sup. Ct. 259) 3558
Montgomery v. Kelly, (142 Ala. 522) 2258	Montrose v. State, (61 Miss. 429) 2287
Montgomery v. Louisville, etc. R. Co., (84 Ala. 127) 1721, 2068, 2448	Montvale v. People's Bank, (74 N. J. L. 464) 4849, 4862, 4863, 4874
Montgomery v. Maddox, (89 Ala. 181) 4235	Moody v. Chadwick, (52 La. Ann. 1888) 4535
Montgomery v. Montgomery, etc. Plank Road Co., (31 Ala. 76) 873, 1902, 2776, 3916	Moody v. Fleming, 4 Ga. 115) 5266
Montgomery v. Montgomery Waterworks, (77 Ala. 248) 3684	Moody v. Lowrimore, (74 Ark. 421) 5235, 5236, 5250
Montgomery v. Montgomery Water Works, (79 Ala. 233) 2727, 3679	Moody v. Niagara County, (46 Barb. N. Y. 659) 5466
Montgomery v. Moore, (140 Ala. 638) 4460	Moody v. Saratoga Springs, (45 N. Y. S. 365) 3045, 3051, 5549, 5566
Montgomery v. O'Dell, (67 Hun. N. Y. 169) 986	Moody v. Williamsburg, (121 Ky. 92) 1552
Montgomery v. Parker, (114 Ala. 118) 522, 1980, 1985, 2829, 2915, 2916	Moody & Co. v. Sewerage & Water Board, (117 La. 360) ... 4486
Montgomery v. Ristine, (124 Ind. 242) 2581, 5105	Moody & Co. v. Spotorno, (112 La. 1008) 1840
Montgomery v. St. Mary's, (43 Fed. 362) 4837	Moon v. Butler, (30 Kan. 458) 1112
Montgomery v. Santa Ana, etc. R. Co., (104 Cal. 186) 3608, 3631	Moon v. Champaign, (116 Ill. App. 403) 1253
Montgomery v. Sayre, (65 Ala. 564) 5361, 5362	Moon v. Howard, (97 Ind. 176) 2621
Montgomery v. Shoemaker, (51 Ala. 114) 2189, 2263	Moon v. Ionia, (81 Mich. 635) 5611
Montgomery v. State, (97 Miss. 293) 4629	Mooney v. Clark, (69 Conn. 241) 5354
Montgomery v. State, (107 Ala. 372) 939	Mooney v. Kennett, (19 Mo. 551) 1810, 1814
Montgomery v. Townsend, (84 Ala. 478) 4219, 4238	Mooney v. Luzerne, (186 Pa. 161) 5631, 5669
Montgomery v. Townsend, (80 Ala. 489) 3104	Mooney v. Trow Directory Printing & Book Binding Co., (21 N. Y. S. 957) 2033
Montgomery v. Trenton, (36 N. J. L. 79) 2934	Moor v. Newfield, (4 Me 44) 1272, 1275, 1374
Montgomery v. Trimble, (104 Ky. 629) 926	Moore, <i>Ex parte</i> , (62 Ala. 471) 362, 597, 681, 724, 1050, 1052, 1554, 1556
Montgomery v. Walker, (154 Ala. 242) 5273	Moore, <i>In re</i> , (8 Hun. 513) 4511
Montgomery v. Wright, (72 Ala. 411) 355	Moore v. Abbott, 32 Me. 46) 5765
	Moore v. Atlanta, (70 Ga. 611) 2944, 3965, 4221, 4298, 4299
	Moore v. Barry, (30 S. C. 530) .. 4517

TABLE OF CASES.

6003

(References are to Pages.)

Moore v. Bloomington, (Ind. App. 95 N. E. 374)	5637, 5641, 5643
Moore v. Cape Girardeau, (103 Mo. 470)	1411, 5418
Moore v. Chicago, (60 Ill. 243)	3909
Moore v. Cincinnati, (9 Ohio Dec. 587)	4291, 5317
Moore v. Cincinnati, (26 Ohio St. 582)	314
Moore v. Crenshaw, (1 White & W. Tex. App. Civ. Cas. § 264)	1752, 2053, 2410
Moore v. Detroit, (103 Mich. 292)	4022
Moore v. Detroit, (164 Mich. 543)	2569, 2602, 5133
Moore v. District of Columbia, (12 App. Dist. Col. 537)	2039, 2402
Moore v. Fairport, (32 N. Y. S. 633)	3922, 3957
Moore v. Fayetteville, (80 N. C. 154)	4961, 4998
Moore v. Fowler, (58 Ore. 292)	3193, 3267, 3271
Moore v. Gadsden, (93 N. Y. 12)	1468
Moore v. Georgetown, (127 Ky. 409)	669
Moore v. Haddonfield, (62 N. J. L. 386)	1527
Moore v. Harrodsburg, (32 Ky. L. Rep. 384)	3842, 5009, 5291
Moore v. Held, (78 Ia. 538)	5370
Moore v. Holliday, (Fed. Cas. No. 9,765)	5014
Moore v. Hupp, (17 Idaho, 232)	2601, 2602, 2737, 2743, 5052, 5336
Moore v. Illinois, (14 How. U. S. 13)	1867, 1877
Moore v. Indianapolis, (120 Ind. 483)	2272
Moore v. Jefferson City, (45 Mo. 202)	4920, 4927
Moore v. Jonesboro, (107 Ga. 704)	1814, 1831
Moore v. Kalamazoo, (109 Mich. 176)	5604
Moore v. Kenosha, (75 Mich. 332)	1793
Moore v. Kleppish, (104 Ia. 319)	3238
Moore v. Lancaster, (212 Pa. 642)	4251, 4252, 5161
Moore v. Langdon, (2 Mackey, 13 D. C. 127)	3026, 3056
Moore v. Little Rock, (42 Ark. 66)	3225
Moore v. Los Angeles, (72 Cal. 287)	5553
Moore v. McCown, (64 Ga. 617)	956
Moore v. Mattoon, (163 Ill. 622)	4015, 4468
Moore v. Meroney, (154 N. C. 158)	2980, 3007, 3242, 4246, 5340
Moore v. Minneapolis, (43 Minn. 418)	2190
Moore v. New York, (73 N. Y. 238)	1516, 4127, 4310, 4311
Moore v. People, (106 Ill. 376)	4529
Moore v. Perry, (119 Ia. 423)	1301, 1320, 1321, 1327, 1359, 1498, 1501, 1503, 1504, 1510, 1511, 5211
Moore v. Perry, (13 Tex. Civ. App. 204)	4568
Moore v. Richmond, (85 Va. 538)	5740, 5744
Moore v. St. Louis Transit Co., (95 Mo. App. 728)	1823, 2090
Moore v. St. Paul, (48 Minn. 331)	2223
Moore v. St. Paul, (61 Minn. 427)	2223
Moore v. Seymour, (69 N. J. L. 606)	364, 5246
Moore v. State, (11 Lea, Tenn. 35)	1553, 2053
Moore v. Strickling, (46 W. Va. 515)	1073, 1222
Moore v. Townsend, (76 Minn. 64)	5490
Moore v. Waco, (85 Tex. 206)	2809, 2811
Moore v. Walla Walla, (60 Fed. 691)	4844, 5339
Moore v. West Jersey Traction Co., (62 N. J. L. 386)	3428
Moore & Savage v. Kopplin, (Tex. Civ. App. 1911, 135 S. W. 1033)	2888
Mooreland Rural Tel. Co. v. Mouch, (Ind. App. 96 N. E. 193)	3590, 3591
Moores v. State, (67 Neb. 536)	1206
Moorhead v. Murphy, (94 Minn. 123)	1111, 1137
Moorman v. Tordoff, (72 J. P. 142)	1592
Moorshead v. United Rys. Co., (119 Mo. App. 541)	3475
Moose v. Carson, (104 N. C. 431)	2993
Moose v. State, (49 Ark. 499)	4626
Moosic Borough, <i>In re</i> , (12 Pa. Super. Ct. 353)	596
Mootry v. Danbury, (45 Conn. 550)	5194, 5448
Moran v. Atlanta, (102 Ga. 840)	1860
Moran v. Hudson, (34 N. J. L. 531)	4315, 4519
Moran v. Jersey City, (58 N. J. L. 653)	4509
Moran v. Lindell, (52 Mo. 229)	2807, 3941, 3957, 4041, 4075, 4503
Moran v. Long Island City, (101 N. Y. 439)	265
Moran v. Miami County, (67 U. S. 722)	4863, 4905, 4933
Moran v. New Orleans, (112 U. S. 69)	901, 1685
Moran v. New York, (90 N. Y. S. 596)	2805, 5694
Moran v. Pullman Palace Car Co., (134 Mo. 641)	1468, 2900, 5418, 5667
Moran v. St. Paul, (54 Minn. 279)	5580
Moran v. Thompson, (20 Wash. 525)	1613, 2618, 2686, 4010, 4107
Moran v. Troy, (9 Hun, N. Y. 540)	4355
Moran v. White Plains, (58 Hun, N. Y. 66)	2685, 2701, 2702
Morange v. Mix, (44 N. Y. 315)	4483
Morangne v. Gadsden, (170 Ala. 124)	3193, 3258, 3259
Morano v. New Orleans, (2 La. 217)	2137, 2142
Moravian Seminary v. Bethlehem Borough, (153 Pa. St. 583)	3151
Mordhurst v. Ft. Wayne & S. W. Traction Co., (163 Ind. 268)	3606, 3608, 3617, 3628
Moorehouse v. Norwalk, (8 Ohio Dec. 199)	4965
Moreland v. Detroit, etc., (130 Mich. 343)	1086
Moreland v. Millen, (126 Mich. 381)	402, 409, 765, 1024, 1043
Moreland v. Passaic, (63 N. J. L. 208)	1109, 2675
Moreton v. St. Anthony, (9 Idaho, 532)	558*
Morewood Ave, <i>In re</i> , (59 Pa. St. 20)	4409
Morey v. Brown, (42 N. H. 373)	2059
Morey v. Buffalo, (111 N. Y. S. 468)	3909, 3922
Morey v. Duluth, (75 Minn. 221)	4494, 4495, 4557

(References are to Pages.)

Morey v. Metropolitan Gaslight Co., (6 Jones & S. 185)	3577, 3581, 3785
Morey v. Newfane, (8 Barb. N. Y. 645)	5400
Morev Engineering & Const. Co. v. St. Louis Art. I. R. Co., (242 Mo. 241)	4496
Morford v. Unger, (8 Ia. 82)	352, 354, 369, 379, 599, 619, 632, 1483, 4945
Morgan, <i>In re</i> , (26 Colo. 415)	1888, 1893, 2178
Morgan v. Beloit, (7 Wall. U. S. 613)	699, 708
Morgan v. Binghampton, (102 N. Y. 500)	4292
Morgan v. Buffington, (21 Mo. 549)	5141
Morgan v. Cincinnati, (12 Cln. L. Bul. 41)	1958
Morgan v. Cree, (46 Vt. 773)	4944, 5011
Morgan v. Danbury, (67 Conn. 484)	3020, 3051, 5567
Morgan v. Denver, (14 Colo. App. 147)	947, 1133, 1160, 1284
Morgan v. District of Columbia, (19 Ct. Cl. 156)	4634
Morgan v. Dubuque, (28 Ia. 575)	4191
Morgan v. Hollowell, (57 Me. 379)	5616, 5709
Morgan v. Johnson, (106 Fed. 452)	1403, 2528
Morgan v. Kootenai County, (4 Idaho, 418)	5351
Morgan v. Lewiston, (91 Me. 566)	5689
Morgan v. Livingston, (6 Mart. La. 19)	887
Morgan v. London Gen. O. Co., (53 L. J. Q. B. 352)	955
Morgan v. Menzies, (60 Cal. 341)	262
Morgan v. New York, (94 N. Y. S. 175)	1142
Morgan v. New York, (121 N. Y. S. 976)	1162
Morgan v. Nolte, (37 Ohio St. 23)	2445
Morgan v. Oliver, (98 Tex. 218)	3163
Morgan v. Orange, (50 N. J. L. 389)	2191, 2232
Morgan v. Penn Yan, (59 N. Y. S. 504)	5636, 5687
Morgan v. Parham, (16 Wall. U. S. 471)	1688
Morgan v. Quackenbush, (22 Barb. N. Y. 72)	976, 1034, 1047, 1349
Morgan v. Schusselle, (228 Ill. 106)	4981
Morgan v. Seaton, (122 Ind. 521)	5096
Morgan v. Shelbyville, (Ky. 121 S. W. 617)	5399, 5454
Morgan v. State, (64 Neb. 369)	2214, 2292
Morgan v. Wilfley, (71 Ia. 212)	1376
Morgan City v. Dalton, (112 La. 9)	2532
Morgan & Co. v. Cincinnati, (9 Ohio Dec. 280)	1955
Morgan Park v. Gahan, (136 Ill. 515)	2677, 4149
Morgan Park v. Knopf, (199 Ill. 444)	4623
Morgan Park v. Wiswall, (155 Ill. 262)	3845, 4350, 4373, 4377
Morgan's Steamship Co. v. Louisiana, (118 U. S. 455)	1695, 1701
Morgantown Hardware Co. v. Morgantown Graded Schools, (151 N. C. 507)	2555
Morgenroth v. Milwaukee, (125 Wis. 663)	2350
Morlarity v. Lewiston, (98 Me. 482)	5690
Morlarity v. New York, (110 N. Y. S. 842)	2586
Morlarity v. New York, (116 N. Y. S. 323)	5729
Morie v. St. Louis Transit Co., (116 Mo. App. 12)	3403
Morison v. New York El. R. Co., (74 Hun. 398)	2972
Morley v. Buchanan, (124 Mich. 128)	5570, 5574
Morley v. Carpenter, (22 Mo. App. 640)	4355, 4360
Morley v. Lake Shore and Michigan Southern Ry., (146 U. S. 162)	1658
Morley v. New York, (58 Hun. N. Y. 610)	1129, 1247
Morley v. St. Joseph, (112 Mo. App. 671)	4121
Morley v. Weakley, (86 Mo. 451)	2659, 2664, 2681, 4039, 4066, 4486, 4487
Mormon Church v. United States, (136 U. S. 1)	2509, 5091
Moroney v. New York, (97 N. Y. S. 642)	5687
Morrell v. Dixfield, (30 Me. 157)	4132
Morellville, <i>In re</i> , (7 Pa. Super. Ct. 532)	637, 649
Morrice v. Sutton, (139 Mich. 643)	2723, 3671
Morril v. Haines, (2 N. H. 246)	943
Morrill v. Smith County, (Tex. 33 S. W. 899)	5373
Morrill v. State, (38 Wis. 428)	2221, 2262
Morrilton v. Comes, (75 Ark. 458)	1420, 2123
Morrilton Waterworks Imp. Dist. v. Earl, (71 Ark. 4)	1767, 1774
Morris, Appeal of, (163 Pa. St. 323)	4319
Morris v. Baltimore, (5 Gill. Md. 244)	5033
Morris v. Bayonne, (25 N. J. Eq. 345)	4295
Morris v. Bayonne, (62 N. J. L. 385)	4372
Morris v. Bayonne, (53 N. J. L. 299)	4378
Morris v. Bowers, (Wright, Ohio, 749)	3202
Morris v. Chicago, (11 Ill. 650)	4318
Morris v. Columbus, (102 Ga. 792)	1897, 1933, 1935
Morris v. Council Bluffs, (67 Ia. 343)	5573
Morris v. Gainesville, (60 Fla. 338)	4488
Morris v. Glover, (121 Ga. 751)	5289
Morris v. Greenwood, (73 Miss. 430)	2803
Morris v. Hainer, (16 Pa. Co. Ct. R. 468)	4495
Morris v. Indianapolis, (Ind. 94 N. E. 705)	2803, 4232
Morris v. Interurban St. R. Co., (91 N. Y. S. 479)	5631
Morris v. Lenox, (8 Mo. 252)	5219
Morris v. Municipal Gas Co., (121 La. 1016)	1715, 5339
Morris v. Nashville, (6 Lea, Tenn. 337)	610, 649
Morris v. New York, (99 N. Y. 645)	1153
Morris v. People, (3 Denio, N. Y. 381)	1199
Morris v. Philadelphia, (199 Pa. St. 357)	4245
Morris v. Philadelphia, (195 Pa. St. 372)	5685

TABLE OF CASES.

6005

(References are to Pages.)

Morris v. Rome, (10 Ga. 532) ..	2130	Morristown v. Shelton, (1 Head, Tenn. 24)	294, 295, 326, 327
Morris v. Salt Lake City, (35 Utah, 474) 2864, 2867, 4205, 4241, 4249, 4271, 4287, 5427, 5490, 5589,	5671	Morrow v. Barber Asphalt Pav. Co., (27 Okl. 247)	4131, 4489
Morris v. Sault Ste. Marie, (143 Mich. 672)	3890	Morrow v. Highland Grove Traction Co., (219 Pa. 619)	3235, 3236, 3248
Morris v. Trustees, (15 Ill. 266)	357	Morrow v. Hendryx, (14 Ore. 397)	699
Morris v. Watson, (8 Ind. App. 1)	4514	Morrow v. Kansas City, (186 Mo. 675)	306
Morris v. Whelan, (11 Abb. N. C. N. Y. 64)	1025	Morrow v. Lancaster, (10 Lanc. Bar. Pa. 193)	2066
Morris Canal & Banking Co. v. Jersey City, (12 N. J. Eq. 252)	1721, 2445, 2448	Morrow v. Pike County, (189 Mo. 610)	2564
Morris Canal & Banking Co. v. Jersey City, (12 N. J. Eq. 227)	5040, 5365	Morrow v. Wood, (35 Wis. 59) ..	5087
Morris & Cummings Dredging Co., <i>in re</i> , (101 N. Y. S. 726) ..	4151	Morse v. Buffalo, (35 Hun, N. Y. 613)	4481
Morris & Cummings v. State, (62 Tex. 728)	386, 539, 540, 544	Morse v. Jackey, (34 Mont. 165)	5339
Morris, etc. R. Co. v. Ayres, (29 N. J. L. 393)	1404	Morse v. Lowell, (7 Met. Mass. 152)	934
Morris, etc. R. Co. v. Newark, (76 N. J. L. 555) ..	2573, 2936, 2948	Morse v. Norfolk, (170 Mass. 555)	5210
Morris, etc. R. Co. v. Haight, (35 N. J. L. 40)	5010	Morse v. Omaha, (67 Neb. 426) ..	3939, 3988, 3997, 3999, 4030, 4031, 4306, 4446, 4460, 4509, 4515, 4521
Morris, etc. R. Co. v. Jersey City, (63 N. J. Eq. 45)	3239, 3254	Morse v. Street Com'rs, (197 Mass. 292)	4015, 4344
Morris, etc. R. Co. v. Jersey City, (65 N. J. L. 683)	4899, 4400	Morse v. Stocker, (1 Allen, Miss. 150)	3289
Morris, etc. R. Co. v. Newark, (10 N. J. Eq. 352)	3569, 3606	Morse v. Sweeney, (15 Ill. App. 486)	2032
Morris, etc. R. Co. v. Newark, (76 N. J. L. 555)	4601	Morse v. Troy, (38 Hun, N. Y. 301)	3295
Morris, etc. Co. v. Southern Exp. Co., (146 N. C. 167)	1664	Morse v. Westport, (136 Mo. 276)	835, 1571, 3949, 4081, 4082
Morris Ice Co. v. Adams, (75 Miss. 410)	5026	Morse v. Westport, (Mo. 83 S. W. 182)	4287, 4457
Morris & Whitehead v. Taylor, (31 Ore. 62)	4720, 4824	Morse v. Westport, (110 Mo. 502)	1923, 3939, 4085, 4353
Morrison v. Austin State Bank, (213 Ill. 472)	4762	Morse v. Whitcomb, (54 Ore. 412)	3316
Morrison v. Bachert, (112 Pa. St. 322)	435	Morse v. Williamson, (35 Barb. N. Y. 472)	3949
Morrison v. Bernards Tp., (36 N. J. L. 219)	4806	Morse v. Worcester, (139 Mass. 389)	3045, 3051, 3052, 5562, 5564
Morrison v. Chicago, (142 Ill. 660)	4469	Morsman v. Rockland, (91 Me. 264)	5775
Morrison v. Eau Claire, (115 Wis. 538)	5123, 5143, 5593	Morton v. Broderick, (118 Cal. 474)	398, 551, 1500, 1801
Morrison v. Hershire, (32 Ia. 271)	4411, 4458, 4462, 5040	Morton v. Carlin, (51 Neb. 202) ..	671, 672, 5039
Morrison v. Hinkson, (87 Ill. 587) 2824, 2840, 3211, 3328, 5189,	5297	Morton v. Homestead Borough, (15 Pa. Co. Ct. Rep. 646) 1649,	4089
Morrison v. Langworthy, (4 G. Greene, Ia. 177)	591	Morton Bliss & Co. v. Comptroller Gen., (4 S. C. 430)	1306
Morrison v. Lawrence, (98 Mass. 219)	806, 1336, 1373, 5421, 5460, 5476,	Morton v. Macon, (111 Ga. 162)	2202
Morrison v. Madison, (96 Wis. 452)	5700	Morton v. Moore, (15 Gray, Mass. 573)	1962
Morrison v. McAvoy, (137 Cal. XIX)	1754, 1757, 2338	Morton v. Nevada, (41 Fed. 582)	4931
Morrison v. McDonald, (21 Me. 550)	2292	Morton v. Philadelphia, (4 Pa. Dist. 523)	806, 2524, 4603
Morrison v. McMillan, (4 Litt. Ky. 210)	2527, 2531	Morton v. Power, (33 Minn. 521) ..	973, 4205, 4209
Morrison v. Morey, (146 Mo. 543)	249, 267, 4323	Morton v. Princeton, (18 Ill. 383)	2415
Morrison v. People, (196 Ill. 454)	1225	Morton v. Sullivan, (29 Ky. L. Rep. 943)	4100, 4552, 4558
Morrison v. St. Louis, etc. R. Co., (96 Mo. 602)	1760	Morton v. Wessinger, (Ore. 113 Pac. 7)	2066, 2069
Morrison v. St. Paul, (5 Minn. 108)	4462	Morton v. Youngeman, (89 Ky. 505)	1313
Morrison v. Syracuse, (65 N. Y. S. 939)	5685	Morton & City of St. Thomas, <i>in re</i> , (6 Ontario App. 323)	1459
Morrison v. Syracuse, (61 N. Y. S. 313)	5648	Morwitz v. Atlantic City, (73 N. J. L. 254)	1729, 5211
Morristown v. East Tennessee Tel. Co., (115 Fed. 304) ..	1393, 1397, 3427, 3495, 3519	Moser v. Legniti, (134 N. Y. S. 606)	5742
		Moser v. Shamleffer, (39 Kan. 635)	707
		Moser v. White, (29 Mich. 59)	1357, 1373
		Moses v. Key West, (36 N. Y. S. 979)	4859

(References are to Pages.)

Moses v. Pittsburgh, etc. R. Co., (21 Ill. 516)	2788, 2821, 3612
Moses v. Risdon, (46 Ia. 251)	830, 5347
Moses v. St. Louis Sectional Dock Co., (84 Mo. 242)	3298
Moses v. United States, (16 App. Cases, D. C. 428) ..	1605, 1973, 2390
Moses & Beebe v. Mobile, (52 Ala. 198)	5197
Mosher v. Independent School Dist., (44 Ia. 122)	532, 4935
Mosher v. Independent School Dist., (42 Ia. 632)	4928
Mosheuvel v. District of Columbia, (191 U. S. 247)	5748
Mosier v. Des Moines, (31 Ia. 174)	634
Mosley v. Thomasville, (Ga. App. 71 S. E. 765)	2385
Moss v. Augusta, (93 Ga. 797)	5065, 5496
Moss v. Averell, (10 N. Y. 449)	1359
Moss v. Burlington, (60 Ia. 438)	5776
Moss v. Fairbury, (66 Neb. 671)	4015
Moss v. Oakland, (88 Ill. 109)	1520, 1521, 1837, 1838, 2484
Moss v. Pittsburg, (178 Fed. 605)	2526
Moss v. St. Paul, (21 Minn. 421)	2193
Moss v. Sugar Ridge Tp., (161 Ind. 417)	2621, 2753
Mott v. Cherryvale Water & Mfg. Co., (48 Kan. 12)	3598, 3600
Mott v. Com'rs of Highways, (2 Hill, N. Y. 472)	3990
Mott v. Connolly, (50 Barb. N. Y. 516)	1025, 1026
Mott v. Eno, (90 N. Y. S. 608)	3009, 3172
Mott v. Eno, (181 N. Y. 346)	3100, 3173
Mott v. Hicks, (1 Cowan, N. Y. 513)	579, 1176
Mott v. New York, (2 Hill, N. Y. 358)	3987
Mott v. Pennsylvania R. Co., (30 Pa. St. 9)	844
Mott v. Reynolds, (27 Vt. 206)	1380, 1382
Mottman v. Olympia, (45 Wash. 361)	3942
Motz v. Detroit (18 Mich. 495)	4151, 4459, 4460, 4462, 4517, 4523, 4560
Moulton v. Evansville, (25 Fed. 382)	4869, 4906
Moulton v. Sanford, (51 Me. 127)	5594, 5765
Moulton v. Scarborough, (71 Me. 267)	2472, 5106, 5382, 5496, 5505
Moultrie v. Patterson, (109 Ga. 370)	1722, 1724
Mound City v. Snoddy, (53 Kan. 126)	1092
Mound City Constr. Co. v. Macgurn, (97 Mo. App. 403)	4464
Mound City Land & Stock Co. v. Miller, (170 Mo. 240)	267
Moundville v. Fountain, (27 W. Va. 182)	2360
Moundville, v. Velton, (35 W. Va. 217) ..	1816, 1832, 2354, 2432
Mount, <i>Ex parte</i> , (66 Cal. 448)	1624, 2189
Mount v. State, (90 Ind. 29) ..	482
Mount Adams & E. P. Inclined Ry. Co. v. Cincinnati, (11 Ohio Dec. 149)	4578
Mount Carmel v. Blackburn, (53 Ill. App. 658)	5623
Mount Carmel v. Fisher, (21 Pa. Super. Ct. 643) ..	2131, 2140, 2141
Mount Carmel v. Guthridge, (52 Ill. App. 632)	5703
Mount Carmel v. Shaw, (52 Ill. App. 429)	2865
Mount Carmel v. Shaw, (155 Ill. 37)	2002, 2863, 2864, 2984, 2932
Mount Carmel v. Wabash County, (50 Ill. 69)	2199
Mount Clemens v. Mt. Clemens Sanitarium Co., (127 Mich. 115)	2933, 3204
Mount Clemens v. Sherbert, (122 Mich. 674)	2215
Mount Holly v. Peru, (72 Vt. 68)	855, 858
Mount Holly Water Co. v. Mount Holly Springs, (10 Pa. Super. Ct. 162)	3677
Mount Hope Cemetery v. Boston, (158 Mass. 509)	397, 506, 512, 514, 1938, 3902
Mount Hope Cemetery Assn. v. New Mount Hope Cemetery Assn., (246 Ill. 416)	3210
Mt. Morris v. Kanodo, (98 Ill. App. 373)	5617
Mt. Morris v. Williams, (38 Ill. App. 401)	4801
Mount Morris Square, <i>In re</i> , (2 Hill, N. Y. 14)	1337, 5330
Mount Oliver v. Hozelbart, (26 Pittsb. L. J. Pa. N. S. 400)	2247
Mount Pleasant v. Baltimore, etc. R. Co., (138 Pa. St. 365)	4396, 4399
Mount Pleasant v. Beckwith, (100 U. S. 514)	206, 381, 540, 600, 702, 703, 704, 723
Mount Pleasant v. Breeze, (11 Ia. 399)	1417, 1423, 1546 1902, 2109, 2114
Mount Pleasant v. Clutch, (6 Ia. 546)	2190, 2253
Mount Pleasant v. Eversole, (29 Ky. L. Rep. 830)	1369
Mount Pleasant v. Vansice, (43 Mich. 361)	2274
Mount Pleasant Ave., <i>In re</i> , (10 R. I. 320)	3981
Mount Pleasant Ave., <i>In re</i> , (171 Pa. 38)	4529
Mount Pleasant Cemetery Association v. Newark, (50 N. J. L. 66)	4418, 4422
Mount Sinai Hospital v. Hyman, (87 N. Y. S. 276)	2526
Mount Sterling v. Holly, (108 Ky. 621)	2162, 2364
Mount Sterling v. Jephson, (21 Ky. L. Rep. 1028) ..	4247, 4283, 5576
Mount Vernon, <i>In re</i> , (72 N. Y. S. 1097)	4054
Mount Vernon, <i>In re</i> , (147 Ill. 359)	4559
Mount Vernon v. Brooks, (39 Ill. App. 426)	5612, 5709, 5759
Mount Vernon v. Hoehn, (22 Ind. App. 282)	5774
Mount Vernon v. Hovey, (52 Ind. 563)	4830
Mount Vernon v. Kenlon, (80 N. Y. S. 817)	1191
Mount Vernon v. New York Interurban Water Co., (101 N. Y. S. 232)	3772
Mount Vernon v. Patton, (94 Ill. 65)	2590
Mount Vernon v. Seeley, (77 N. Y. S. 250)	1726
Mount Vernon v. State, (71 Ohio St. 428)	2732, 2739, 2773
Mount Vernon Ave., <i>In re</i> , (49 N. Y. S. 531)	3146
Mount Vernon Ave, <i>In re</i> , (102 N. Y. S. 159)	3149

TABLE OF CASES.

6007

(References are to Pages.)

Mount Vernon First Nat. Bank v. Sarila, (129 Ind. 201)	1897	Mullen v. Moseley, (13 Ida. 457)	1618
Mountain Grove Bank v. Douglas County, (146 Mo. 42)	4685	Mullen v. Owosso, (100 Mich. 103)	5650
Mountain Water Co. v. Emaus Borough, (43 Pa. Super. Ct. 179)	3537	Mullen v. Rutland, (55 Vt. 77) ..	5715
Mountville, <i>In re</i> , (31 Pa. Super. Ct. 18)	335	Muller v. Bayonne, (45 N. J. L. Eq. 237)	5458
Mowbray v. State, (88 Ind. 324)	1193, 1195	Muller v. Oregon, (208 U. S. 412)	2180
Mower v. Leicester, (9 Mass. 247)	271, 5381, 5399	Muller & Co. v. Buncombe County, (89 N. C. 171)	5294
Mowery v. Salisbury, (82 N. C. 175)	1553	Mulligan v. Lexington, (126 Mo. App. 715) 1498, 1503, 2744, 4044, ..	4016
Mowry v. Mowry, (20 R. I. 74) ..	4992	Mulligan v. New Britain, (69 Conn. 96)	5713
Mowry v. Providence, (16 R. I. 422)	2513, 2548	Mulligan v. Seattle, (42 Wash. 264)	5580
Mowry v. Providence, (10 R. I. 52)	3206, 3210, 3211, 5177	Mulligan v. Smith, (59 Cal. 207) ..	3987, 4307
Moyamensing v. Long, (1 Pa. Eq. Cas. Pa. 143) .. 2004, 2933, ..	5199	Mullikin v. Bloomington, (72 Ind. 161)	363, 651, 5245
Moyer v. Oshkosh, (151 Wis. 586)	5750	Mullins v. Lancaster, (24 Ky. L. Rep. 436)	1873
Moylan v. New Orleans, (32 La. Ann. 673)	4135	Mullins v. Shaw, (77 Miss. 900) ..	1374
Moynier, <i>Ex parte</i> , (65 Cal. 33) ..	1624	Mulrein v. Kalloch, (61 Cal. 522) ..	2647
Moynihan v. Todd, (188 Mass. 801)	1173, 1174, 5392	Mulrooney v. O'Bear, (171 Mo. 613)	3577
Mozley v. Alston, (1 Phill. 790) ..	1281	Multnomah County v. Dekum, (51 Ore. 83)	5148
Mudge v. Evanston, (29 Ohio Cir. Ct. Rep. 201)	4792	Mulvane v. South Topeka, (45 Kan. 45)	5711
Mudge v. Walker, (122 Ky. 29)	3938, 3943, 4412	Mulvey v. New York, (99 N. Y. S. 1114)	2889
Mueller v. Cavour, (107 Wis. 599)	271	Mumma v. Potomac Co., (8 Pet. U. S. 281)	693, 694
Mueller v. Egg Harbor City, (55 N. J. L. 245)	1305, 1806, 3892	Munch v. New York, (93 N. Y. S. 509)	1116, 1119
Mueller v. Fruen, (36 Minn. 273)	2807	Muncie v. Hey, (164 Ind. 570) ..	5623, 5695, 5736, 5737
Mueller v. Milwaukee, (110 Wis. 623)	5661, 5683	Muncie Natural Gas Co. v. Muncie, (160 Ind. 97) ..	2758, 3721, 3724, 3776
Mueller v. Milwaukee St. Ry. Co., (86 Wis. 340)	1851	Muncy Electric Light H. & P. Co. v. Peoples' E. L. H. & P. Co., (218 Pa. St. 636) .. 3417, ..	3671
Mueller v. People, (24 Colo. 251) ..	1872	Munday v. Fountain, (76 N. J. L. 701)	3115
Muff v. Cameron, (134 Mo. App. 607)	2664, 4027	Mundell v. Pasadena, (87 Cal. 520)	1157
Mugge v. Tampa Waterworks Co., (52 Fla. 371)	3597	Munger v. Marshalltown, (59 Ia. 763)	5686
Mugler v. Kansas, (123 U. S. 623)	1696, 1885, 1893, 1929	Munhall v. Miffln, (210 Pa. St. 527)	665, 700
Muhlenberg v. Morehead, (20 Ky. L. Rep. 436)	5297	Municipal Fuel Plants, <i>In re</i> , (182 Mass. 605)	3874, 3876
Muhlenberg v. Tacoma, (21 Wash. 306)	4769	Municipal Paving Co. v. Donovan Co., (Tex. 142 S. W. 644) ..	3373
Muhlenbrinck v. Long Branch Comrs., (42 N. J. L. 364) ..	1885, 1942, 2198, 2440	Municipal Securities Corp. v. Gates, (130 Mo. App. 552) ..	3913
Muhler v. Hedekin, (119 Ind. 481)	1245, 1532	Municipal Security Co. v. Baker County, (39 Ore. 396) ..	426, 2486, 2582, 2771, 4750
Muhler v. New York, etc. R. Co., (197 U. S. 544)	2852, 3624	Municipal Trust Co. v. Johnson City, (116 Fed. 458) 4829, 4911, ..	4915
Muir's Admr' v. Bardstown, (120 Ky. 739) 1514, 1830, 1834, 1835, ..	5026	Municipality v. New Orleans Gas-light Co., (5 La. Ann. 439) 3045, ..	3057
Mulberry v. O'Dea, (4 Cal. App. 385)	3984	Municipality No. 1, <i>In re</i> , (8 La. Ann. 377)	4472, 4474
Mulcahy v. Newark, (57 N. J. L. 513)	1779, 2192	Municipality No. 1 v. Blineau, (3 La. Ann. 688)	1602, 1606
Mulcairns v. Jamesville, (67 Wis. 24)	5410, 5458	Municipality No. 1 v. Barnett, (13 La. 344)	2137
Mulholland v. New York, (113 N. Y. 631)	4181	Municipality No. 1 v. Cutting, (4 La. Ann. 335)	2134, 3888
Muller v. Denison, (1 Tex. Civ. App. 293)	4985	Municipality No. 1 v. Millaudon, (12 La. Ann. 769)	4540
Mullaly v. New York, (3 Hun, N. Y. 661)	1109	Municipality No. 1 v. Municipality No. 2, (12 La. 49)	5195
Mullane v. Newark, (N. J. 68 Atl. 412)	2632	Municipality No. 1 v. Pance, (6 La. Ann. 515)	1548
Mullanphy v. St. Louis County Court, (6 Mo. 563)	5392	Municipality No. 1 v. Wilson, (5 La. Ann. 747)	2106
Mullarky v. Cedar Falls, (19 Ia. 21)	341, 2520, 2786, 4813		

(References are to Pages.)

v. Young, (5	3916	Murphy v. Board of Education,	945
v. Dubois, (10	3230	etc., (84 N. Y. B. 380)	
v. Guillette,	4161	Murphy v. Boston, (120 Mass.	4224
McDonough,	4250	419)	3968
v. Orleans		Murphy v. Brooklyn, (98 N. Y.	5667
La. 122)	2519	643)	5616
v. Palfrey, (7	3242	Murphy v. Brooklyn, (118 N. Y.	5667
Hart, (8 La.	2553	575)	5126
v. Lovee		Murphy v. Buffalo, (38 Hun, N.	
ss Co., (7 La.	3237	Y. 49)	4653
v. Michoud,	4956	Murphy v. C. A. Webb & Co.,	
n., (23 N. Y.	5525	(156 N. C. 402)	4653
Munley v. Sugar Notch, (215 Pa.	5479	Murphy v. Chicago, (29 Ill.	4246
228)	4483	279)	2703
Munn, <i>in re</i> , (165 N. Y. 149)	4279	2788, 2822, 3514, 3531, 4344,	3276
Munn v. Boston, (188 Mass.		Murphy v. Chicago, (188 Ill. 59)	5196
421)	3700	Murphy v. Chicago, etc. R. Co.,	5362
Munn v. Illinois, (96 U. S.		(247 Ill. 614)	
113)	5526	Murphy v. Colorado Power Co.,	5747
1770, 1834, 1886, 1889, 2204,	2713	(166 U. S. 719)	5058
Munn & Barton v. Pittsburg, (40	780	Murphy v. Commonwealth, (1	5653
Pa. St. 364)	3044	Met. Ky. 365)	5542
Munnally v. Board of Education,	1917	Murphy v. East Portland, (42	864
(98 N. Y. B. 386)	3927	Fed. 308)	1226
Munro, <i>in re</i> , (1 Alaska, 279)	2312	Murphy v. Harbison, (29 Ark.	3344
Munro v. Watson, (57 L. T.	4863	340)	3223
366)	5440	Murphy v. Herold Co., (137 Wisc.	2387
Munsell v. Carthage, (106 Ill.	5731	409)	3923
App. 119)	4926	Murphy v. Independent Dist., (30	5843
Munson v. Derby, (37 Conn. 298)	3630	La. 429)	
Munson v. Hungerford, (8 Barb.	4143	Murphy v. Indianapolis, (53 Ind.	5027
N. Y. 265)	1794	76)	5126
Munson v. Lyons, (Fed. Cas. No.	1311	Murphy v. Indianapolis, (153 Ind.	829
9,935)	2302	238)	5484
Munson v. New York, (3 Fed.	1963	Murphy v. Jacksonville, (18 Fla.	4197
338)	2554	218)	2371
Murdaugh v. Oxford Borough,	2116	Murphy v. Keller, (70 N. Y. B.	4478
(214 Pa. 334)	2419	405)	
Murdock v. Aikin, (29 Barb. N.	4134	Murphy v. King County, (45	4131
Y. 59)	5027	Wash. 537)	5027
Murdock v. Beloit, etc. R. Co.,	2350	Murphy v. Lambert, (53 Ind. 477)	5126
(147 Wia. 106)	2302	Murphy v. Leggett, (164 N. Y.	2023
Murdock v. District Columbia,	2354	121)	2387
(22 Ct. Claims U. S. 464)	2116	Murphy v. Leggett, (51 N. Y. B.	3923
Murdock v. Memphis, (20 Wall.	2419	472)	
U. S. 596)	4134	Murphy v. Lowell, (124 Mass.	5843
Murdock v. Strange, (99 Md. 39)	1311	564)	1349
918, 926, 1020, 1046, 1310,	2354	Murphy v. Lindell Ry. Co., (133	4871
Murdough v. Revere, (165 Mass.	2302	Mo. 352)	4131
109)	2354	Murphy v. Long Branch, (61 Atl.	5027
Murfin v. Detroit & Erie Plank	2116	593)	5126
Road Co., (113 Mich. 675)	2419	Murphy v. Louisville, (9 Bush.	829
Murnane v. St. Louis, (123 Mo.	2302	Ky. 139)	4131
479)	2354	2570, 2608, 2610, 2907, 4080,	5027
301, 310, 316, 333,	2116	Murphy v. Louisville, (114 Ky.	5126
391, 397, 456, 457, 462, 466,	2419	762)	5027
470, 472, 486, 767, 773, 1800,	2354	Murphy v. Molea, (18 R. I.	5126
Murphy v. Wilmington, (5 Del.	2116	106)	5126
Ch. 281)	2419	Murphy v. Montgomery, (11 Ala.	829
Murphree v. Mobile, (104 Ala.	2354	526)	5484
532)	2354	Murphy v. Needham, (176 Mass.	4197
Murphree v. Mobile, (108 Ala.	2354	422)	2371
663)	2354	Murphy v. Omaha (23 Neb. 402)	5023
Murphy, <i>Ex parte</i> , (8 Cal. App.	2116	Murphy v. Omaha, (1 Neb.	2023
440)	2419	[Unof.] 482)	2371
Murphy, <i>in re</i> , (78 Kan. 840)	4134	Murphy v. Orr, (96 N. Y. 14)	4478
Murphy, <i>in re</i> , (20 Hun, N. Y.	4134	Murphy v. Peoria, (2 Cow. N. Y.	4478
346)	4134	815)	4478
Murphy v. Albina, (22 Ore.	4134	Murphy v. Peoria, (119 Ill. 509)	4478
106)	4134	3940, 3950, 4052, 4428,	4478
Murphy v. Atlantic Highlands,	5548	Murphy v. Plattsburgh, (78 Neb.	4139
(77 N. J. L. 452)	5548	162)	399
Murphy v. Beard, (138 Ind. 640)	4497	Murphy v. Ramsey, (114 U. S.	4537
		15)	
		Murphy v. Salem, (49 Ore. 54)	
		Murphy v. San Luis Obispo, (119	
		Cal. 624)	
		1409, 4660, 4663, 4803, 4844, 4925	

TABLE OF CASES.

6009

(References are to Pages.)

Murphy v. Sims (27 Ohio Cir. Ct. Ct. R. 825)	4517
Murphy v. Spokane, (64 Wash. 681)	4922, 4923
Murphy v. Wait, (92 N. Y. S. 253)	2036
Murphy v. Waycross, (90 Ga. 36)	3666, 3802, 3892
Murphy v. Wilmington, (6 Houst. Del. 108)	4370, 4526
Murphy v. Worcester Consol. Street R. Co., (199 Mass. 279)	3464, 3720
Murphy v. Yonkers, (60 N. Y. S. 940)	4143, 4179
Murphy Mfg. Co. v. Isbester, (91 Ill. App. 7)	5272
Murr v. Naperville, (210 Ill. 371)	4429
Murray, <i>Ex parte</i> , (93 Ala. 73) ..	1677
Murray v. Allegheny, (136 Fed. 57)	2512
Murray v. Allen, (20 R. L. 263) ..	5570
Murray v. Bayonne, (73 N. J. L. 313)	2696, 2701
Murray v. Butte, (35 Mont. 161) ..	5448
Murray v. Charleston, (96 U. S. 432)	1631, 1632, 1633, 1639
Murray v. Grass Lake, (125 Mich. 2)	5497
Murray v. Kansas City, (47 Mo. App. 105)	1631, 4159
Murray v. Lardner, (2 Wall. U. S. 110)	4866, 4876
Murray v. Missouri Pacific Ry. Co., (101 Mo. 236)	1821, 2097
Murray v. Newark, (N. J. 60 Atl. 38)	4266
Murray v. Norfolk County, (149 Mass. 328)	2001, 2866
Murray v. Omaha, (66 Neb. 279) ..	5479, 5480, 5501
Murray v. Scribner, (74 Wis. 602)	2808
Murray v. State, (112 Ga. 7) ..	2439
Murray v. Tucker, (10 Bush. Ky. 240)	3909, 4136
Murray v. Virginia, (91 Ill. 558)	614, 619, 623, 639
Murray Hill Land Co. v. Milwaukee Light, etc. Co., (110 Wis. 555)	3420
Murtagh v. New York, (94 N. Y. S. 308)	1161
Murtaugh v. Paterson, (45 N. J. L. 267)	4012
Murtaugh v. St. Louis, (44 Mo. 479)	5395, 5400, 5402, 5497
Muscatine v. Chicago, etc. R. Co., (79 Ia. 645)	4480, 4513, 4514
Muscatine v. Hershey, (18 Ia. 39)	1438
Muscatine v. Keokuk Packet Co., (45 Ia. 185)	825, 890, 4573
Muscatine v. Steck, (7 Ia. 505) ..	2421, 2426
Muscatine Turnverein v. Funck, (18 Ia. 469)	684
Musgrove v. Catholic Church, (10 La. Ann. 431)	1767, 1938
Musgrove v. Vicksburg, etc. R. Co., (50 Miss. 677)	1651
Musick v. Latrobe, (184 Pa. St. 375)	5604, 5628
Muskegon v. Gow, (94 Mich. 453)	599, 4647
Muskegon v. Hanes, (149 Mich. 460)	2145, 2262
Muskegon v. Zeeryp, (134 Mich. 181)	1671, 2230

Muskegon Traction & Lighting Co. v. Muskegon, (167 Mich. 331)	3818, 3841, 4922, 4924
Mussel v. Tama, (73 Ia. 101) ..	1374
Musselman v. Manly, (42 Ind. 462)	2945, 2955
Musser v. Fairmont R. Co., (5 Clark, Pa. 466)	3393
Musser v. Johnson, (42 Mo. 74) ..	583
Mussey v. Cahoon, (34 Me. 74) ..	2000
Mutchler v. Easton, (9 Pa. Co. Ct. R. 613)	2678
Mutual Ben. Life Ins. Co. v. Elizabeth, (42 N. J. L. 235) ..	4822, 4872, 4887, 4902, 4921
Mutual Ben. Life Ins. Co. v. New York, (32 How. Pr. N. Y. 359) ..	5040
Mutual Irrigation Co. v. Baker City, (58 Ore. 306)	2829
Mutual Life Ins. Co., <i>In re</i> , (89 N. Y. 530)	3965, 4510
Mutual Life Ins. Co. v. New York, (144 N. Y. 494)	4109
Mutual Savings Institution v. Enslin, (46 Mo. 200)	5201
Mutual Union Tel. Co. v. Chicago, (16 Fed. 309)	2012, 3490
Myer v. Adam, (71 N. Y. S. 707) ..	5286
Myers v. Carr, (12 Mich. 63) ..	2338
Myers v. Commonwealth, (110 Va. 600)	4944
Myers v. Croft, (13 Wall. U. S. 291)	2488
Myers v. Hinds, (110 Mich. 300) ..	2040
Myers v. Indianapolis Union R. Co., (12 Ind. App. 170)	4545
Myers v. Irwin, (2 S. & R. Pa. 368)	344
Myers v. Jeffersonville, (145 Ind. 431)	4575, 4579, 4695, 4938, 4939
Myers v. Kansas, (108 Mo. 480) ..	5715
Myers v. Malcolm, (6 Hill, N. Y. 292)	2084
Myers v. Oceanside, (7 Cal. App. 87) 3260, 3266, 3273, 3292, 3312, ..	3314
Myers v. People, (26 Ill. 173) ..	2294, 2380
Myers v. Richmond, (110 Va. 605)	4962
Myers v. South Bethlehem, (149 Pa. St. 85)	3149
Mygatt v. Green Bay, (Fed. Cas. No. 9)	4843, 4893
Myrick v. La Crosse, (17 Wis. 442)	3922, 4082

N

Naar v. Trenton, (42 N. J. L. 500)	4763
Nachand v. Cumberland T. & T. Co., (184 Ky. 257)	2868
Naegely v. Saginaw, (101 Mich. 532)	1347, 4031, 4044, 4850, 5351
Naegle v. Centralia, (81 Ill. App. 334)	851
Nagel v. Dean, (94 Minn. 25) ..	3201
Nagle v. Augusta, (5 Ga. 546) ..	2034
Nagle v. Ingersoll, (7 Pa. St. 185)	885
Naglee v. Palmer, (50 Cal. 641) ..	2532
Nail & Iron Co. v. Furnace Co., (46 Ohio St. 544)	2978
Nalle v. Austin, (Tex. 21 S. W. 375)	3125, 3892, 4676, 5371
Nalle v. Austin, (23 Tex. Civ. App. 595)	4508, 5030
Nalle v. Austin, (41 Tex. Civ. App. 423) 1050, 1307, 5022, 5031, ..	5038
Nalle v. Austin, (Tex. Civ. App. 42 S. W. 780) ..	4618, 4739, 4964

(References are to Pages.)

Nalle v. Austin, (Tex. Civ. App. 103 S. W. 825)	372, 4442
Naltner v. Blake, (56 Ind. 127)	4365, 4568
Namara v. New York, (129 N. Y. S. 230)	5498
Nance v. Falls City, (16 Neb. 85)	5127
Nanticoke Suburban Street R. Co. v. Peoples' Street R. Co., (212 Pa. 395)	3427
Napa v. Easterly, (61 Cal. 509)	1836, 3960, 3963
Napa v. Easterly, (76 Cal. 222)	1405, 1476, 1492, 1504, 1517, 1522, 3960, 3990, 4045, 4048
Napa v. Howland (87 Cal. 84)	3232 3317
Napier v. Brooklyn, (41 App. Div. N. Y. 274)	703, 5387, 5482
Napman v. People, (19 Mich. 352) 799, 1460, 1839, 1985, 2049,	2329
Narberth, <i>In re</i> , (11 Mont. Co. Law, Pa. 18)	631
Narberth, <i>In re</i> , Incorporation of, (171 Pa. 211)	339
Naschold v. Westport, (71 Mo. App. 508)	519, 2993
Nash v. Council Bluffs, (174 Fed. 182)	1324
Nash v. Finlay, (66 J. P. 183)	1415
Nash v. Glen Elder, (74 Kan. 756)	616, 658
Nash v. Knoxville, (108 Tenn. 68)	1141, 1143, 2586
Nash v. Lowry, (37 Minn. 261)	3403, 3407
Nash v. New York, (4 Sandf. 6 N. Y. Super. Ct. 1)	1090
Nash v. St. Paul, (8 Minn. 172)	4016, 4017
Nash v. St. Paul, (23 Minn. 132)	4019, 4136, 4138
Nashua, etc. R. v. Nashua, (62 N. H. 602)	5004
Nashville v. Althrop, (5 Cold. 45 Tenn. 554)	1604, 2222, 2224
Nashville v. Brown, (9 Heisk. 1)	5491
Nashville v. Cumberland Tel & Tel. Co., (145 Fed. 607)	5012
Nashville v. Hagan, (9 Baxt. Tenn. 495)	2744, 3906
Nashville v. Linck, (12 Lea, Ten. 499)	792, 800, 1898, 2127
Nashville v. Potomac Ins. Co., (2 Baxt. Tenn. 296)	4893
Nashville v. Ray, (19 Wall. U. S. 468) 208, 1459, 4576, 4577, 4756,	4762
Nashville v. Sutherland, (92 Tenn. 335)	4228
Nashville v. Towns, (5 Sneed. Nashville, etc. R. Co. v. Attalla, (118 Ala. 362) 1546, 1566, 1897,	2189
Nashville, etc. R. Co. v. Peavler, (134 Ga. 618)	2089
Nason v. Boston, (14 Allen, 508)	5694
Nason v. Fowler, (70 N. H. 291)	580
Nason v. Whitney, (1 Pick. 140)	5028
Nassau Electric R. Co., <i>In re</i> , (167 N. Y. 37)	3427
Nassau Electric R. Co. v. White, (34 N. Y. S. 960)	3777
Natal v. Louisiana, (139 U. S. 621)	1611, 2140, 2359, 2361, 2363
Natchez v. Lewis, (90 Miss. 310)	3750
Natchez v. Shields, (74 Miss. 871)	5677
Natchitoches v. Redmond, (28 La. Ann. 274)	1040, 1189
Nathan v. Louisiana, (8 How. U. S. 73)	1666, 1667, 1676, 2281
Nathan v. O'Brien, (102 N. Y. S. 947)	2697, 5337, 5347
Natick Gaslight Co. v. Natick, (175 Mass. 246)	4254
National Automatic Fire Alarm Co. v. Portland, (59 Ore. 409)	3515
National Bank v. Chattanooga, (8 Heisk. Tenn. 814)	2195
National Bank v. Herold, (74 Cal. 603)	4772
National Bank v. Iola, (9 Kan. 689)	4821
National Bank v. Long, (6 Ariz. 311)	4992, 5039
National Bank v. Matthews, (98 U. S. 621)	363
National Bank v. Petterson, (200 Ill. 215)	4793
National Bank v. Petterson, (102 Ill. App. 501)	4203
National Bank v. Sebastian, (5 Dillon, U. S. 414)	1649
National Bank v. Winston, (5 Baxt. Tenn. 685)	2170
National Bank v. Yankton, (101 U. S. 129)	298
National Bank of Commerce v. Granada, (41 Fed. 87)	466, 4850, 4851, 4872, 4917
National Bank of Commerce v. Granada, (44 Fed. 262)	1391, 1408, 1448, 1516, 1517, 4654
National Bank of Commerce v. Granada, (48 Fed. 278) ..	4655, 4896
National Bank of Commerce v. Granada, (54 Fed. 100)	1359, 4654, 4896, 4898
National Bank of Commerce v. Oklahoma City, (122 Pac. 644)	4759, 4865
National Bank of Commerce v. Ripley, (161 Mo. 126)	2197
National Bank of the Republic v. St. Joseph, (31 Fed. 216)	4878
National Bldg. Supply Co. v. Baltimore, (100 Md. 188)	2757
National Commercial Bank v. Mobile, (62 Ala. 284)	5040
National Fertilizer Co. v. Lambert, (48 Fed. 458) 1956, 1957,	1958
National Fire Proofing Co. v. Daly, (76 N. J. Eq. 35) ..	4201, 4202
National Fireproofing Co. v. Huntington, (81 Conn. 632) ..	2555
National Foundry & Pipe Works v. Oconto Water Co., (53 Fed. 29)	3399, 3892
National Life Ins. Co. v. Board of Education, (62 Fed. 778)	280, 363, 4901
National Life Ins. Co. v. Huron, (62 Fed. 778)	4873, 4894, 4906, 4913, 4938
National Life Ins. Co. v. Mead, (13 S. D. 37)	4720, 4722, 4824, 4873, 4913
National Life Ins. Co. v. Omaha, (73 Neb. 41)	1323
National Lumber Co. v. Wymore, (30 Neb. 356)	5137
National Subway Co. v. St. Louis, (169 Mo. 319)	523
National Surety Co. v. Kansas City Hydraulic P. B. Co., (73 Kan. 196)	2655, 3993, 4211
National Tube Co. v. Shearer, (Del. Ch. 62 Atl. 1093)	5039
National Tube Works v. Chamberlain, (5 Dak. 54)	4046
National Waterworks Co. v. Kansas, (28 Fed. 921)	3529, 3963
National Waterworks Co. v. Kansas City, (20 Mo. App. 237)	840, 3928, 3969

TABLE OF CASES.

6011

(References are to Pages.)

National Waterworks Co. v. Kansas City, (65 Fed. 691) 3486, 3752, 3830, 3836, 3839	Neldhardt v. Minneapolis, (112 Minn. 149) 5605, 5653, 5763
National Waterworks Co. v. Kansas City School District, (23 Mo. App. 227) 3678	Nelmer v. Missouri Pacific Ry. Co., (12 Mo. App. 25) 2090, 2093, 2097, 2377
National Waterworks Co. v. School District, (48 Fed. 523) 2480, 2761	Nelfeld v. State, (23 Ohio Cir. Ct. R. 246) 978, 2349, 2351
Natoma W. & M. Co. v. Clarkin, (14 Cal. 544) 2483	Neill, <i>Ex parte</i> , (32 Tex. Crim. Rep. 275) 1613
Nauman v. Big Tarkio D. D., (113 Mo. App. 575) 267	Neill v. Gates, (152 Mo. 585) 299, 843, 852, 1610, 2768, 4161
Naumburg v. Milwaukee, (146 Fed. 641) 5500	Neill v. Trans Atlantic Trust Co., (89 Mo. App. 644) 4523
Nauvoo v. Ritter, (97 U. S. 389) 4904	Nelson v. Newark, (49 N. J. L. 246) 699
Navasota v. Pearce, (46 Tex. 525) 5589	Nelser v. Thomas, (99 Mo. 224) 978
Naylor v. Galesburg, (56 Ill. 285) 1783, 1791, 2310	Nelzwanger v. Kansas City, (71 Mo. 36) 1145
Naylor v. Glasier, (5 Duer, 12 N. Y. S. Ct. 161) 2000	Neltzel v. Concordia, (14 Kan. 446) 2370, 2427
Naylor v. Harrisonville, (207 Mo. 341) 2792	Nelden v. Clark, (20 Utah, 382) 4104
Naylor v. McCulloch, (54 Ore. 305) 782, 4590, 4761, 4819	Nell v. Power, (32 Ky. L. Rep. 952) 3953
Naylor v. Salt Lake City, (9 Utah, 491) 5729	Nelson v. Bardstown, (30 Ky. L. Rep. 870) 2786, 2800
Nazworthy v. Sullivan, (55 Ill. App. 48) 1394, 1916, 1922	Nelson v. Campbell, (28 Pa. St. 156) 2068
Neacy v. Milwaukee, (142 Wis. 590) 4660, 4661, 4817	Nelson v. Canisteo, (100 N. Y. 89) 5611
Neal v. Commonwealth, (17 Serg. & R. Pa. 67) 592, 595	Nelson v. Chicago, (196 Ill. 390) 4049, 4051
Neal v. Delaware, (103 U. S. 370) 1612	Nelson v. Eaton, (26 N. Y. 410) 1270
Neal v. Gilmore, (141 Mich. 519) 2946	Nelson v. Georgetown, (190 Mass. 225) 2742
Neal v. Marion, (126 N. C. 412) 5750	Nelson v. Homer, (48 La. Ann. 258) 766, 4952, 4969
Neal v. Marion, (129 N. C. 345) 5589, 5618, 5625, 5626, 5755	Nelson v. La Porte, (33 Ind. 258) 3802, 3891
Neal v. New Haven, (83 Conn. 151) 1158, 1215, 1225	Nelson v. Madison, (Fed. Cas. No. 10110) 3202
Neale v. County Court, (43 W. Va. 90) 874, 4682	Nelson v. Milford, (7 Pick. Mass. 18) 813, 814, 1110, 1111, 5159
Nealis v. Hayward, (48 Ind. 19) 1428, 1621, 2032, 2321	Nelson v. Freesboro, (179 Fed. 905) 3414, 3415
Neary v. Northern Pac. R. Co., (41 Mont. 480) 1823	Nelson v. New York, (5 N. Y. S. 688) 2710, 4117
Nebraska Bithulithic Co. v. Omaha, (84 Neb. 375) 2625	Nelson v. New York, (63 N. Y. 535) 2625, 3900, 3901, 4104, 4127
Nebraska City v. Campbell, (2 Black. 590) 5629	Nelson v. New York, (131 N. Y. 4) 2701, 4133, 5139
Nebraska City v. Nebraska City Hydraulic Gas Light & Coke Co., (9 Neb. 339) 2715, 2716, 2765, 4017	Nelson v. Randolph, (222 Ill. 531) 2955, 2971, 3194, 3199, 3206, 3242, 3247
Nebraska Tel. Co. v. Fremont, (72 Neb. 25) 3508	Nelson v. St. Martin's Parish, (111 U. S. 716) 541, 1772
Nebraska Tel. Co. v. State, (55 Neb. 627) 3590	Nelson v. Saginaw, (106 Mich. 659) 4478, 4479, 4501
Nebraska Tel. Co. v. Western Independent Long Distance Tel. Co., (68 Neb. 772) 3380	Nelson v. South Omaha, (84 Neb. 434) 1321, 4036, 4043, 4348
Neeley v. Mapleton, (139 Ia. 582) 5748	Nelson v. Spokane, (45 Wash. 31) 5664, 5760
Neely v. Yorkville, (10 S. C. 141) 572, 710, 4811, 4929	Nelson v. Superior, (109 Wis. 618) 5049
Neenan v. St. Joseph, (126 Mo. 89) 4557	Nelson v. Troy, (11 Wash. 435) 961, 1154, 1400
Neenan v. Smith, (60 Mo. 292) 4065, 4486	Nelson Lumber Co. v. Loraine, (22 Fed. 54) 1693
Neenan v. Smith, (50 Mo. 525) 4329, 4449, 4453, 4462, 4537, 4542, 4567	Neola v. Reichart, (131 Ia. 492) 1873
Neff v. Bates, (25 Ohio St. 169) 314, 320	Neosho v. Leahy, (24 Kan. 54) 471
Neff v. Covington Stone & Sand Co., (108 Ky. 457) 2703, 3887, 3945, 4009, 4465, 4543	Neosho City Water Co. v. Neosho, (136 Mo. 498) 1745, 3425, 3485, 3682, 4150
Neff v. Paddock, (26 Wis. 546) 1992, 1999	Nepperhahn, <i>In re</i> , (75 N. Y. S. 923) 4266
Neff v. Wellesley, 148 Mass. 487) 5382	Nerio v. Maestretti, (154 Cal. 580) 2909, 2931
Negus v. Brooklyn, (62 How. Pr. N. Y. 291) 1534	Nerlien v. Brooten, (94 Minn. 361) 5360
Nehr v. State, (35 Neb. 638) 2059	Nesbit v. Riverside Ind. Dist., (144 U. S. 610) 4804, 4915
	Nesbit v. Topeka, (87 Kan. 394) 5582

(References are to Pages.)

Nesbitt v. Greenville, (69 Miss. 22)	5726	New Boston v. Dunbarton, (15 N. H. 201)	360
Nestor v. Fall River, (183 Mass. 265)	5686	New Brighton v. United Presby. Church, (96 Pa. St. 331)	4241
Netzer v. Crookston, (59 Minn. 244)	5526, 5544	New Brighton Board of Health v. Casey, (3 N. Y. S. 399)	5198
Neu v. Voegel, (96 Wis. 489) ..	5267	New Brunswick v. Fitzgerald, (48 N. J. L. 457)	424, 484, 1225
Neubert v. Toledo, (2 Ohio Dec. 148)	3965	New Brunswick Rubber Co. v. New Brunswick, (38 N. J. L. 190)	4462
Neuert v. Boston, (120 Mass. 333)	5458	New Castle v. Central Dist. & Printing Tel. Co., (207 Pa. St. 371)	3543
Neuls v. Scranton, (311 Pa. 581) ..	1211	New Castle v. Cutler, (15 Pa. Super. Ct. 612)	2145
Neumann v. La Crosse, (94 Wis. 103)	5202	New Castle v. Electric Co., (16 Pa. Co. Ct. Rep. 663)	3553
Neumeyer v. Krakel, (110 Ky. 624)	1206, 1208, 4632	New Castle v. Lake Erie, etc. R. Co., (155 Ind. 18)	3388, 3570
Neustadt v. Illinois Cent. R. Co., (31 Ill. 484)	5014	New Castle v. Raney, (130 Pa. St. 546)	1999
Nevada v. Eddy, (123 Mo. 546)	781, 820, 1393, 1396, 4026, 4044, 4046, 4399	New Castle v. Raney, (6 Pa. Co. Ct. Rep. 87)	2389
Nevada v. Hicks, (50 Ark. 416) ..	1658	New Cumberland Borough v. Riverton, (232 Pa. 531)	3376, 3572, 3838
Nevada v. Hutchins, (59 Ia. 506) ..	1444, 1546, 1916	New Decatur v. Berry, (90 Ala. 432)	780, 1087, 1934
Nevada v. Morris, (48 Mo. App. 586)	2672, 4484, 4485	New Decatur v. Chappell, (56 So. 764)	5581, 5582
Neville v. Board of Health, (29 Abb. New Cases, N. Y. 59) ..	1386, 1387	New Decatur v. Nelson, (102 Ala. 556)	586, 589, 666
Nevin v. Allen, (15 Ky. L. Rep. 836)	4423, 4495, 4569	New Decatur v. Scharfenberg, (147 Ala. 367)	4257
Nevin v. Roach, (86 Ky. 492)	1310, 1340, 1361, 1481, 4062, 4290, 4388, 4432, 4560	New Decatur v. Smith, (41 So. 1028)	4257
Nevins v. Fitchburg, (174 Mass. 545)	4247	New England Hospital v. Street Com'rs, (188 Mass. 88)	4031
Nevins v. Peoria (41 Ill. 502) ..	5394, 5487, 5572, 5575, 5577	New England Tel. etc. Co. v. Boston Terminal Co., (182 Mass. 397)	1898, 1899, 2013, 2330, 3487
New v. Hewitt, (86 N. Y. 832) ..	2159	New England, etc. Trust Co. v. James, (77 Mo. App. 616)	2768, 4488
New Albany v. Conger, (18 Ind. App. 230)	4192	New Hampton v. Conroy, (56 Ia. 498)	792, 1546, 1549, 1747, 2124
New Albany v. Endres, (143 Ind. 192)	4062	New Haven v. Fair Haven, (38 Conn. 422)	4454, 4563
New Albany v. Iron Substructure Co., (141 Ind. 500)	3899, 3906	New Haven v. Frenesius, (75 Conn. 145)	1170
New Albany v. Lines, (21 Ind. App. 380)	5577	New Haven v. New Haven, etc. R. Co., (62 Conn. 252)	813, 3457, 5155
New Albany v. McCulloch, (127 Ind. 500)	5611	New Haven v. New Haven Water Co., (44 Conn. 105)	2228, 2231
New Albany v. Meekin, (3 Ind. 481)	5001	New Haven v. New York, etc. R. Co., (72 Conn. 225) ..	2809, 3224
New Albany v. New Albany St. R. Co., (172 Ind. 487) ..	1896, 1908, 2581	New Haven v. Sargent, (38 Conn. 50)	2825, 3293, 5199
New Albany v. Ray, (3 Ind. App. 321)	5532, 5577	New Haven v. Whitney, (36 Conn. 376)	3839
New Albany v. Slider, (21 Ind. App. 392)	5448, 5449, 5451	New Haven Local Board v. School Board, (30 Ch. Div. 350) ..	1296
New Albany v. Stier, (34 Ind. App. 615)	2030	New Haven, etc. R. Co. v. Chatham, (42 Conn. 465)	1275, 1384
New Albany v. Sweeney, (13 Ind. 245)	4192	New Haven Water Co. v. Wallingford Borough, (72 Conn. 293)	3136
New Albany Gas Light, etc. Co. v. Crumbo, (10 Ind. App. 360)	1337, 1366, 4290, 4465	New Holland v. Holland, (99 Ill. App. 251)	635
New Albany & Salem R. Co. v. Higman, (17 Ind. 594)	4279	New Home Sewing Machine Co. v. Fletcher, (44 Ark 139)	5197
New Albany & Salem R. Co. v. O'Daily, (12 Ind. 551) ..	3514, 3606	New Iberia v. Miguez, (32 La. Ann. 923)	2193, 2247
New Albany Waterworks v. Louisville Banking Co., (122 Fed. 776)	3477	New Iberia v. Moss Hotel Co., (112 La. 526)	1500
New Athens v. Thomas, (82 Ill. 259)	1090	New Iberia v. Weeks, (104 La. 489)	4341, 4354
New Basin Canal & Shell Road v. H. Weston Lumber Co., (109 La. 925)	2971	New Jersey v. Yard, (95 U. S. 104)	1641, 1743
New Bedford v. Bristol, (9 Gray, Mass. 346)	4095		
New Boston v. Dunbarton, (12 N. H. 409)	295, 360		

TABLE OF CASES.

6013

(References are to Pages.)

New Jersey Car-Spring & Rubber Co. v. Jersey City, (64 N. J. L. 544)	2737	New Orleans v. Danneman, (51 La. Ann. 1093)	2064, 2074
New Jersey Midland R. Co. v. Jersey City, (42 N. J. L. 97) ..	4393	New Orleans v. De St. Romes, (9 La. Ann. 573)	4649
New Jersey & N. E. Tel. Co. v. Jersey City, (34 N. J. Eq. 7 Stew. 117)	2569	New Orleans v. Dubarry, (33 La. Ann. 481)	2227
New Jersey R. etc. Co. v. Elizabeth, (37 N. J. L. 330) 4397, 4399, 4405		New Orleans v. Duncan, (2 La. Ann. 182)	4995
New Jersey R. etc. Co. v. Jersey City, (29 N. J. L. 170)	1727	New Orleans v. Elliott, (10 La. Ann. 59)	4337, 4553
New Jersey Southern R. Co. v. Chandler, (65 N. J. L. 173)	592	New Orleans v. Faber, (105 La. 208)	2142, 2143
New Jersey Southern R. Co. v. Long Branch, (39 N. J. L. 28) 8139		New Orleans v. Fargot, (116 La. 369)	1985, 2147
New Jersey Suburban Water Co. v. Harrison, (72 N. J. L. 196) 3680		New Orleans v. Ferguson, (28 La. Ann. 240)	4483
New Kiowa v. Craven, (46 Kan. 114)	5067, 5453	New Orleans v. Ferriere, (17 La. Ann. 183)	4151
New London v. Brainard, (22 Conn. 552) 719, 780, 805, 5326, 5358		New Orleans v. Finnerty, (27 La. Ann. 681)	1156
New London v. Colby Academy, (69 N. H. 443)	5011	New Orleans v. Firemen's Charitable Association, (43 La. Ann. 447)	4196
New London v. Miller, (60 Conn. 112)	4482	New Orleans v. Firemen's Ins. Co., (41 La. Ann. 1142)	2193
New Market v. Smart, (45 N. H. 87)	2463	New Orleans v. Fisher, (180 U. S. 185)	5043
New Memphis Gas & L. Co. v. Memphis, (72 Fed. 952) 3727, 3766		New Orleans v. Graffina, (52 La. Ann. 1082)	2141, 2143
New Mexico v. Denver, etc. R. Co., (203 U. S. 38)	1698	New Orleans v. Graible, (9 La. Ann. 561)	875
New Mexico R. Co. v. Hendricks, (6 N. Y. 611)	3606	New Orleans v. Graves, (34 La. Ann. 840)	2192
New Odorless Sewer Co. v. Wisdom, (30 Tex. Civ. App. 224) 3051, 5566		New Orleans v. Gravier, (11 Mart. O. S. La. 620)	2936
New Orleans, <i>In re</i> , (4 Rob La. 357)	3148	New Orleans v. Great Southern Tel. Co., (40 La. Ann. 41) 1644, 2012, 2263, 3464, 3496, 3556	
New Orleans, <i>In re</i> , (14 La. Ann. 247)	1967	New Orleans v. Guillotte, (12 La. Ann. 818)	2131
New Orleans, <i>In re</i> , (20 La. Ann. 497)	4337	New Orleans v. Guillotte's Heirs, (14 La. Ann. 875)	2136
New Orleans v. Abbagnato, (62 Fed. 240)	5401, 5464, 5465	New Orleans v. Gurley, (56 Fed. 376)	2491
New Orleans v. Anderson, (9 La. Ann. 323)	1436, 1906	New Orleans v. Halpin, (17 La. Ann. 185)	4151
New Orleans v. Bermudez, (3 Mart. O. S. La. 308)	2480	New Orleans v. Hart, (14 La. Ann. 803)	4962
New Orleans v. Blache, (6 La. 500)	1181, 1196	New Orleans v. Home Mut. Ins. Co., (23 La. Ann. 449)	2223
New Orleans v. Board of Administrators of T. E. Fund, (46 La. Ann. 861)	5150	New Orleans v. Hop Lee, (104 La. 601)	2169
New Orleans v. Boudro, (14 La. Ann. 303)	2433	New Orleans v. Hopkins, (13 La. 333)	3336
New Orleans v. Brooks, (36 La. Ann. 641)	1310, 1326, 1494	New Orleans v. Jackson, (33 La. Ann. 1038)	5031
New Orleans v. Burthe's Estate, (26 La. Ann. 497)	4984	New Orleans v. Jefferson Gas-light Co., (35 La. Ann. 627) 5029	
New Orleans v. Chappuis, (105 La. 179)	1736	New Orleans v. Kaufman, (29 La. Ann. 283)	2167
New Orleans v. Charonlen, (121 La. 890)	1949	New Orleans v. Keintz, (52 La. Ann. 950)	2142
New Orleans v. Church of St. Louis, (11 La. Ann. 244) 1767, 1768, 1938, 1941, 2763		New Orleans v. Ker, (50 La. Ann. 413)	5394, 5399
New Orleans v. Clark, (15 La. Ann. 614)	2280	New Orleans v. Labatt, (33 La. Ann. 107)	1814
New Orleans v. Clark, (95 U. S. 644) 352, 378, 532, 536, 701, 1539, 4976		New Orleans v. Lagman, (43 La. Ann. 1180)	2232
New Orleans v. Collins, (52 La. Ann. 937)	1865	New Orleans v. Lambert, (14 La. Ann. 247)	1941
New Orleans v. Comptoir National d'Escompte de Paris, (104 La. 214)	2254	New Orleans v. Lenfant, (126 La. 455)	2881
New Orleans v. Cordeviolle & Lacroix, (10 La. Ann. 732) ..	4649	New Orleans v. Louisiana Const. Co., (140 U. S. 654)	2551
New Orleans v. Costello, (14 La. Ann. 37)	1556, 2106	New Orleans v. Louisville, etc. R. Co., (109 U. S. 221)	5149
		New Orleans v. Lozes, (51 La. Ann. 1172)	2135
		New Orleans v. McDonough, (9 Rob. La. 408)	4850
		New Orleans v. McDonough's Estate, (12 La. Ann. 240)	5007

(References are to Pages.)

New Orleans v. Magnon, (4 Mart. O. S. La. 2)	2978	New Orleans v. Warner, (175 U. S. 120) 2768, 4682, 4764, 4765, 4777	
New Orleans v. Mechanics' & Traders' Bank, (15 La. Ann. 107)	5021	New Orleans v. Warner, (180 U. S. 199)	4755
New Orleans v. Mechanics' and Traders' Ins. Co., (25 La. Ann. 389)	1608	New Orleans v. Wilmot, (31 La. Ann. 65)	1438
New Orleans v. Michoud, (10 La. Ann. 763)	619	New Orleans v. Wire, (20 La. Ann. 500)	4454
New Orleans v. Miller, (7 La. Ann. 651)	1860	New Orleans v. Wolf, (36 La. Ann. 986)	2143
New Orleans v. Morgan, (7 Mart. N. S. La. 1)	1029	New Orleans Baseball & A. Co. v. New Orleans, (118 La. 228) 1722, 1723	1723
New Orleans v. Morgan, (1 La. Ann. 111)	4840	New Orleans Draining Co., <i>In re</i> , (11 La. Ann. 338)	4456, 4495
New Orleans v. Morris, (Fed. Cas. No. 10182)	887, 1653, 2131	New Orleans Gaslight Co. v. Drainage Com., (197 U. S. 453) 3080, 3530	3530
New Orleans v. Morris, (105 U. S. 600)	2551, 3868	New Orleans Gas Light Co. v. Drainage Com., (111 La. 838) 3529	3529
New Orleans v. Mount, (34 La. Ann. 37)	4754	New Orleans Gas Light Co. v. Hart, (40 La. Ann. 474) 1883, 1908, 1994, 2002, 3472, 3564	3564
New Orleans v. New Orleans, etc. R. Co., (40 La. Ann. 587) 3553, 3556		New Orleans Gas Light Co. v. Louisiana Light Co., (115 U. S. 650)	1645, 1886, 3369, 3411
New Orleans v. New Orleans Sugar Shed Co., (35 La. Ann. 548)	2715, 5011	New Orleans Gaslight Co. v. New Orleans, (42 La. Ann. 188)	1531, 2724, 2725, 4615, 4730
New Orleans v. New Orleans Union Bank, (15 La. Ann. 123) 4948		New Orleans Gaslight & Banking Co. v. Baulding, (12 Rob. La. 378)	3574
New Orleans v. New Orleans Waterworks, (142 U. S. 79) 388, 540, 600, 1638, 3520, 5315, 5333		New Orleans Improvement & Banking Co., <i>In re</i> , (4 La. Ann. 471)	5019
New Orleans v. O'Neil, (43 La. Ann. 1182)	2282	New Orleans, etc. R. Co. v. Carrollton, (3 La. Ann. 282)	3309
New Orleans v. Orleans Theater Co., (2 Rob. 209)	4625	New Orleans, etc. R. Co. v. Crescent City R. Co., (12 Fed. 308) 3414, 3421	3421
New Orleans v. Pennsylvania Mut. Life Ins. Co., (106 La. Ann. 31)	2280	New Orleans, etc. R. Co. v. Delamore, (114 U. S. 501) ..	3475
New Orleans v. Peyroux, (6 Mart. 155)	5418	New Orleans, etc. R. Co. v. Dunn, (51 Ala. 128)	5313, 5369
New Orleans v. Philippi, (9 La. Ann. 44)	792, 800, 1421, 2195	New Orleans, etc. R. Co. v. Ellerman, (105 U. S. 166) ..	507, 513, 1634
New Orleans v. Pontchartrain R. Co., (41 La. Ann. 519)	2220	New Orleans, etc. R. Co. v. Louisiana, (157 U. S. 219)	1651
New Orleans v. Ruleff, (23 La. Ann. 708)	5190	New Orleans, etc. R. Co. v. McDonald, (53 Miss. 240)	874, 4829
New Orleans v. St. Charles St. R. Co., (28 La. Ann. 497)	5011	New Orleans, etc. R. Co. v. Moye, (39 Miss. 374)	2945, 3249
New Orleans v. Smythe, (116 La. 685)	1623	New Orleans, etc. R. Co. v. New Orleans, (26 La. Ann. 517)	3385
New Orleans v. Southern Bank, (31 La. Ann. 560)	1087	New Orleans, etc. R. Co. v. New Orleans, (26 La. Ann. 478) 206, 513, 517	517
New Orleans v. Southern Bank, (15 La. Ann. 89)	1797, 4993	New Orleans, etc. R. Co. v. New Orleans, (39 La. Ann. 127) 1498, 1534, 5197	5197
New Orleans v. Stafford, (27 La. Ann. 417)	2140	New Orleans, etc. R. Co. v. New Orleans, (44 La. Ann. 728) 3413, 3509	3509
New Orleans v. Staiger, (11 La. Ann. 68)	2221	New Orleans, etc. R. Co. v. New Orleans, (109 La. 194)	3513
New Orleans v. Steinhardt, (52 La. Ann. 1043) 523, 3391, 3399, 4288		New Orleans, etc. R. Co. v. Watkins, (48 La. Ann. 1550)	3439
New Orleans v. Stewart, (18 La. Ann. 710)	4007	New Orleans R. E. Co. v. Teutonia Ins. Co., (128 La. 45) ..	826
New Orleans v. Strauss, (25 La. Ann. 50)	4762	New Orleans Waterworks Co. v. Louisiana Sugar Refining Co., (125 U. S. 18)	1633, 1634, 1638
New Orleans v. Town Sinking Fund Commission, (1 Rob. La. 279)	707	New Orleans Waterworks Co. v. Louisiana Sugar Refinery Co., (35 La. Ann. 1111)	3425
New Orleans v. Turpin, (13 La. Ann. 56)	2282, 4945	New Orleans Waterworks v. New Orleans, (164 U. S. 471) 1411, 1533, 1725, 1806, 5196, 5197	5197
New Orleans v. Union Bank, (15 La. Ann. 123)	5021	New Orleans Water Works Co. v. Rivers, (115 U. S. 674) 1645, 2723, 3424	3424
New Orleans v. United States, (49 Fed. 40)	5299	New Providence Tp. v. Balsey, (117 U. S. 326)	4874
New Orleans v. United States, (10 Pet. U. S. 662)	3207		
New Orleans v. Ursuline Nuns, (2 La. Ann. 611)	840		
New Orleans v. Vidalat, (105 La. 132)	2143		
New Orleans v. Warner, (171 U. S. 685)	4776		

TABLE OF CASES.

6015

(References are to Pages.)

New Rochelle v. Clark, (19 N. Y. S. 388)	1983	New York v. Eighth Avenue Ry. Co., (118 N. Y. 389)	3523
New Rochelle v. Cortright, (118 N. Y. S. 125)	4212, 4215	New York v. Elster, (10 Daly N. Y. 396)	3220
New Rochelle v. Lang, (75 Hun. N. Y. 608)	1728, 1929	New York v. Exchange Fire Ins. Co., (24 N. Y. Super. Ct. 424)	5186
New Shoreham v. Ball, (14 R. L. 566)	2471, 2472, 2481,	New York v. Furse, (1 Hill N. Y. 612)	537, 3064, 5544
New Union Tel. Co. v. Marsh, (59 N. Y. S. 89)	2540	New York v. Hamilton Fire Ins. Co., (23 N. Y. Super. Ct. 527)	5126
New Whatcom v. Bellingham Bay Imp. Co., (9 Wash. 339)	4462	New York v. Heft, (13 Daly N. Y. 301)	1463
New Whatcom v. Bellingham Bay Imp. Co., (10 Wash. 378)	4515	New York v. Hyatt, (3 E. D. Smith N. Y. 156)	1266
New Whatcom v. Fairhaven Land Co., (24 Wash. 493)	5559	New York v. Interborough Rapid Transit Co., (109 N. Y. S. 885)	2262
New York, In re, (49 N. Y. 150)	4238, 4213	New York v. Knickerbocker Trust Co., (53 N. Y. S. 937)	1997, 2881, 2898, 2924
New York, In re, (53 N. Y. S. 769)	2002	New York v. Knickerbocker Trust Co., (103 N. Y. S. 900)	2807
New York, In re, (59 N. Y. 569)	904, 2462, 2464, 4600	New York v. Law, (125 N. Y. 280)	1999, 2820, 2920
New York, In re, (125 N. Y. 252)	3125, 3128	New York v. Leaf, (122 N. Y. S. 676)	2912
New York, In re, (162 N. Y. 658)	4464	New York v. Longstreet, (64 How. Pr. N. Y. 30)	294
New York, In re, (166 N. Y. 495)	2002	New York v. Lord, (17 Wend. N. Y. 285)	1892, 5464
New York, In re, (180 N. Y. 250)	4242	New York v. Madison Avenue Real Estate Co., (85 N. Y. S. 1118)	2399
New York, In re, (192 N. Y. 459)	3184	New York v. Manhattan R. Co., (193 N. Y. 90)	2454
New York, In re, (193 N. Y. 503)	1507	New York v. Marco, (53 N. Y. Misc. Rep. 226)	1864
New York, In re, (200 N. Y. 534)	2100	New York v. Milln, (11 Pet U. S. 102)	1701
New York, In re, (5 N. Y. S. 463)	3126	New York v. Mitchell, (122 N. Y. 245)	2857
New York, In re, (64 N. Y. S. 295)	3151	New York v. Moeschon, (179 N. Y. 226)	3099
New York, In re, (68 N. Y. S. 196)	3117, 3121	New York v. Montague, (124 N. Y. S. 949)	2509, 2771, 2772
New York, In re, (69 N. Y. S. 178)	5124	New York v. National Broadway Bank, (126 N. Y. 685)	4586
New York, In re, (72 N. Y. S. 278)	4742	New York v. New York, etc. Ferry Co., (49 How. Pr. N. Y. 250)	394
New York, In re, (82 N. Y. S. 575)	4237	New York v. New York R. Co., (59 Hun. N. Y. 1)	2820
New York, In re, (87 N. Y. S. 323)	4267	New York v. New York, etc. R. Co., (33 N. Y. 117)	2549
New York, In re, (92 N. Y. S. 84)	4157	New York v. New York R. Co., (117 N. Y. 31)	2559
New York, In re, (116 N. Y. S. 353)	3242	New York v. New York R. Co., (19 N. Y. S. 67)	3461
New York, In re, (119 N. Y. S. 1064)	2997, 3002	New York v. New York Mutual Gaslight Co., (120 N. Y. S. 776)	2528, 2540, 2541
New York, In re, (3 Wend. N. Y. 452)	4285	New York v. Nichols, (4 Hill N. Y. 209)	1419, 1423
New York, In re, (11 Johns. N. Y. 77)	4420	New York v. North Shore Staten Island Ferry Co., (9 Hun. 620)	5140
New York v. Bailey, (2 Denio, 432)	5421	New York v. Ordrenau, (12 Johns. N. Y. 132)	1549, 1568
New York v. Baumberger, (20 N. J. Super. Ct. 7 Rob. 219)	2050, 2062	New York v. Paoli, (202 N. Y. 18)	2676, 2774
New York v. Beuk, (52 N. Y. S. 120)	2839	New York v. Philip & William Ebling Brewing Co., (78 N. Y. S. 13)	2290
New York v. Braender, (3 N. Y. St. 589)	2403	New York v. Pine, (185 U. S. 92)	3128
New York v. Britton, (12 Abb. Pr. N. Y. 267)	2580	New York v. Reasing, (79 N. Y. S. 331)	2251, 2915
New York v. Broadway, etc. Ry. Co., (97 N. Y. 276)	1764, 1769, 1782, 2452, 2552, 2554, 2558, 2559	New York v. Rice, (198 N. Y. 124)	2875, 2878, 2905, 2923
New York v. Carleton, (112 N. Y. 254)	2481, 2178	New York v. Sands, (105 N. Y. 210)	1399
New York v. Chase, Talbot & Co., (206 N. Y. 1)	5031	New York v. Sands, (39 Hun. N. Y. 519)	1156
New York v. Colgate, (12 N. Y. 140)	4544		
New York v. Corlies, (2 Sandf. Sup. Ct. Rep. N. Y. 301)	1756		
New York v. Corn, (117 N. Y. S. 514)	5426		
New York v. Crawford, (111 N. Y. 438)	4212		
New York v. De Peyster, (105 N. Y. 612)	1995, 2897, 2924		
New York v. Dover Street, (18 Johns. N. Y. 506)	2970		
New York v. Dowd Lumber Co., (140 App. Div. 358)	2677, 2693		
New York v. Dry Dock, etc. R. Co., (122 N. Y. 104)	721, 1479, 1581, 1587, 1828, 1897, 2102		

(References are to Pages.)

New York v. Second Ave. R. Co., (32 N. Y. 261) 1764, 2198, 2402, 2580, 3553, 3554	New York Health Dept. v. Trinity Church Rectors, etc., (145 N. Y. 32) 2173
New York v. Second Ave. R. Co., (102 N. Y. 572) 3463	New York Health Dept. v. Van Cott, (19 Jones & S. 413).... 2524
New York v. Sheffield, (71 U. S. 189) 5589	New York Independent Telephone Co., <i>In re</i> , (118 N. Y. S. 290) 3377
New York v. Slack, (3 Wheeler Cr. Cas. N. Y. 237) 1937	New York Institute v. How's Ex'rs., (10 N. Y. 84) 569, 571
New York v. Starin, (106 N. Y. 1) 893, 894, 895	New York Institution for Deaf & Dumb, <i>In re</i> , (7 N. Y. S. 860) 3034
New York v. Stone, (20 Wend. N. Y. 139) 1892, 5464	New York Life Ins. Co. v. Cravens, (178 U. S. 389) 1673
New York v. Tenth Nat. Bank, (111 N. Y. 446) 537, 4625	New York Life Ins. Co. v. New York, (4 Duer. N. Y. 192) 5364, 5365
New York v. Third Ave. Ry. Co., (33 N. Y. 42) 1764, 2402, 2557, 3554	New York Life Ins. Co. v. Prest, (71 Fed. 815) 4366, 4367
New York v. Tradesmen's National Bank, (11 N. Y. S. 95) 4586	New York Life Ins. & P. Co. v. Staats, (21 Barb. N. Y. 570) 1303
New York v. Twenty-third St. R. Co., (79 N. Y. S. 323).... 3557	New York Mail & N. T. Co. v. Shea, (51 N. Y. S. 563) 2523
New York v. United States Trust Co., (101 N. Y. S. 574) 2845	New York & New Jersey Tel. Co. v. Bound Brook, (66 N. J. L. 168) 3542
New York v. Vanderveer, (86 N. Y. S. 659) 5028, 5035	New York & New Jersey Tel. Co. v. East Orange Tp., (42 N. J. Eq. 490) 3541
New York v. Watts, (83 N. Y. S. 23) 5035	New York Presb. Trustees, <i>In re</i> , (57 How. Pr. N. Y. 500)... 3910
New York v. Whitney, (7 Barb. N. Y. 485) 883, 3894	New York Prot. Episc. Public School, <i>In re</i> , (46 N. Y. 178) 3901, 3950
New York v. Williams, (4 E. D. Smith, N. Y. 516) 2073	New York Prot. Episc. Public School, <i>In re</i> , (47 N. Y. 556) 1521, 3038, 4032, 4033
New York v. Williamson, (1 Rob. 24 N. Y. Super. Ct. 476) 2077	New York, etc. R. Co. v. Bristol, (151 U. S. 556) 1647
New York v. Wood, (15 Daly N. Y. 341) 1731	New York, etc. R. Co. v. Drummond, (46 N. J. L. 644) 3307
New York African Society v. Varick, (13 John N. Y. 88) 569	New York, etc., R. Co. v. Hammond, (170 Ind. 493) 4327
New York An. Conf. M. M. A. S. v. Clarkson, (8 N. J. Eq. 541) 568	New York, etc. R. Co. v. Marsh, (12 N. Y. 308) 5033
New York Bay R. Co. v. Newark, (77 N. J. L. 370) 4395, 4396	New York, etc. R. Co. v. New Britain, (49 Conn. 40) 4399
New York Bay R. Co. v. Newark, (80 N. J. L. 146) 4400	New York, etc. R. Co. v. New Haven, (42 Conn. 279) 4399
New York & Brooklyn S. & M. L. Co. v. Brooklyn, 407, (71 N. Y. 580) 5323, 5404, 5476, 5480	New York, etc. R. Co. v. New Haven, (46 Conn. 257) 3279
New York, etc. Cement Co. v. Davis, (173 N. Y. 235) 4675, 4851	New York, etc. R. Co. v. New Haven, (81 Conn. 581) .. 3139, 3161
New York Cent. etc. R. Co. <i>In re</i> , (77 N. Y. 248) 3144	New York, etc. R. Co. v. New Rochelle, (60 N. Y. S. 904) 2580, 2991
New York Central, etc. R. Co., <i>In re</i> , (200 N. Y. 121) 2784	New York, etc. R. Co. v. New York, (1 Hilt. N. Y. 562) 3389, 3447, 3543
New York Cent. etc. R. Co. v. Buffalo, (200 N. Y. 113) 3132, 3173, 3174	New York etc. R. Co. v. Roll, (66 N. Y. S. 748) 3365
New York Central, etc. R. Co. v. New York, (127 N. Y. S. 51) 3775	New York, etc. R. Co. v. South Amboy, (57 N. J. L. 252) 2000, 2932, 3724
New York Cent. etc. R. Co. v. Oss'ing, (126 N. Y. S. 517) 3254, 3260	New York, etc. R. Co. v. Waterbury, (55 Conn. 19) 1291, 1504
New York Cent. etc. R. Co. v. Rochester, (127 N. Y. 591) 5551	New York Security & Trust Co. v. Tacoma, (21 Wash. 303) .. 4777
New York Cent. etc. R. Co. v. Ryan, (129 N. Y. S. 55) 3255	New York & Sharon Canal Co. v. Fulton Bank, (7 Wend. N. Y. 412) 2487
New York Cent. etc. R. Co. v. State, (55 N. Y. S. 635) 3099	New York Steam Co. v. Foundation Co., (195 N. Y. 43) 2903
New York Electric Lines Co., <i>In re</i> , (201 N. Y. 321) 2209, 3357, 3499	New York Taxicab Co. v. Hawk & Wetherbee, (125 N. Y. S. 220) 2917
New York Fire Dept. v. Braender, (14 Daly N. Y. 53) 2412	New York Tel. Co. v. Siegel-Cooper Co., (202 N. Y. 502) 3586, 3591, 3594, 3595
New York Fire Dept. v. Buffum, (2 E. D. Smith N. Y. 511).... 2066	New York University v. American Book Co., (197 N. Y. 294) 3866, 3867
New York Fire Dept. v. Buhler, (1 Daly N. Y. 391) 2070	Newark v. Belleville Ip., (61 N. J. L. 455) 2553
New York Fire Dept. v. Chapman, (10 Daly N. Y. 377) 2070	
New York Fire Dept. v. Sturtevant, (33 Hun. N. Y. 407) .. 845, 981	
New York Fire Dept. v. Wendell, (13 Daly. N. Y. 427) 2070	
New York Health Dept. v. Knoll, (70 N. Y. 530) 1405, 1458	

TABLE OF CASES.

6017

(References are to Pages.)

Newark v. Bonnell, (57 N. J. L. 424)	2643, 2656	Newcomb v. Norfolk W. St. R. Co., (179 Mass. 449) 2103, 3447, 3450	
Newark v. Clinton Tp. (49 N. J. L. 370)	2556	Newell, <i>In re</i> , (2 Cal. App. 767) 1587, 2063	
Newark v. Delaware, etc. R. Co., (42 N. J. Eq. 196)	2003	Newell v. Hancock, (67 N. H. 244)	2490
Newark v. Dickerson, (45 N. J. L. 38)	1189	Newell v. Minneapolis, etc. R. Co., (35 Minn. 112)	3529, 3616
Newark v. Edwards, (34 N. J. L. 523)	4382	Newell v. Wheeler, (48 N. Y. 486)	4481, 4482
Newark v. Elliott, (5 Ohio St. 113)	2510, 4861	Newgass v. New Orleans, (42 La. Ann. 163)	4756, 4812
Newark v. Hatt, (78 N. J. L. 548) 2999, 3000, 3002, 4246, 4271, 4276		Newland Ave., <i>In re</i> , (38 N. Y. St. Rep. 796)	1324
Newark v. Murphy, (40 N. J. L. 145)	2317	Newland Ave., <i>In re</i> , (15 N. Y. S. 63)	4056
Newark v. New Jersey Asphalt Co., (68 N. J. L. 458) ..	4212, 4216	Newland v. Aurora, (14 Ill. 364) 1515, 2383	
Newark v. North Jersey St. Ry. Co., (73 N. J. L. 265)	3774	Newling v. Francis, (3 T. R. 189) ..	914
Newark v. State Board of Taxation, (67 N. J. L. 246)	5005	Newman v. Ashe, (9 Baxt. 68 Tenn. 380)	904, 2462, 2464, 2518
Newark v. Stockton, (44 N. J. Eq. 179)	2503	Newman v. Avondale, (31 Wkly. Law Bul. 123)	3478
Newark v. Stout, (52 N. J. L. 35)	1189	Newman v. Chicago, (153 Ill. 469) ..	4067
Newark v. Tunis, (N. J. L. 1910, 17 Atl. 1066)	2207	Newman v. Emporia, (32 Kan. 456)	1393, 1402, 4030, 4444
Newark v. Watson, (56 N. J. L. 667)	1939, 3346	Newman v. Emporia, (41 Kan. 583)	4528, 4458
Newark v. Weeks, (70 N. J. L. 166)	4534	Newman v. Sylvester, (42 Ind. 106)	1175, 1176, 1185
Newark Aqueduct Board v. Newark, (50 N. J. L. 126)	4964	Newmeyer v. Missouri, etc. R. Co., (52 Mo. 81)	1712, 1713
Newark Aqueduct Board v. Passaic, (45 N. J. Eq. 893)	5161	Newport, <i>In re</i> , (141 Ky. 329) 2252, 4698	
Newark Gas & Fuel Co. v. Newark, (8 Ohio S. & C. P. Dec. 418)	3447, 3472	Newport v. Batesville, etc. R. Co., (58 Ark. 270)	880, 883, 3894
Newark, etc. Horse Car Ry. Co. v. Hunt, (50 N. J. L. 308) 1890, 1933		Newport v. Berry, (80 Ky. 354) 1119, 1121, 1127	
Newark & H. Traction Co. v. North Arlington, (67 N. J. L. 161)	3512	Newport v. Berry, (10 Ky. L. Rep. 539)	5001
Newaygo County Mfg. Co. v. Eghtinaw, (81 Mich. 416) ..	1322	Newport v. Newport & Co. Bridge Co., (90 Ky. 193) 1723, 2448	
Newberry v. Fox, (37 Minn. 141) 2738, 3924		Newport v. Commonwealth, (106 Ky. 434)	503
Newberry v. New York, (31 N. Y. Super Ct. 369)	5468	Newport v. Commonwealth, (108 Ky. 151)	5228
Newberry v. Smith, (157 Mich. 181)	1128	Newport v. Covington Trust Co., (22 Ky. L. Rep. 1361)	5018
Newbold v. Glenn, (67 Md. 489) 2530		Newport v. Fitzer, (131 Ky. 544) 2252	
Newburgh Savings Bank v. Woodbury, (72 N. Y. S. 222) 4602		Newton v. Keech, (9 Hun. 355) 5319	
Newburgh & C. Turnpike v. Miller, (5 John Chan. N. Y. 101)	839	Newport v. Miller, (93 Ky. 22) 5690, 5728	
Newbury v. Durham, (88 Tex. 288)	979	Newport v. Municipal Light Co., (145 S. W. Ky. 1107) 3503, 3510, 3772	
Newburyport v. Spear, (204 Mass. 146)	934	Newport v. Newport Light Co., (84 Ky. 166) 1645, 3368, 3672, 3414, 3524, 3779	
Newburyport Water Co. v. Newburyport, (168 Mass. 541)	3839	Newport v. Newport Light Co., (89 Ky. 454)	3472, 3671, 3892
Newburyport Water Co. v. Newburyport, (193 U. S. 561) ..	3836	Newport v. Newport Light Co., (Ky. 1895, 30 S. W. 606)	2771
Newby v. Platte, (25 Mo. 258) 4268, 4329		Newport v. Phillips, (19 Ky. L. Rep. 352)	2766
Newcastle v. Electric Light Co., (16 Pa. Co. Ct. Rep. 663)	1489	Newport v. Unity, (68 N. H. 587) 2557	
Newcastle v. Grubbs, (171 Ind. 482)	5588, 5667, 5705	Newport v. Ringo's Ex'x, (87 Ky. 635)	4995, 5000, 5032
Newcastle v. Lake Erie & W. R. Co., (155 Ind. 18) 3379, 3386, 3400		Newport v. Schoolfield, (142 Ky. 287)	4138, 4147, 4153, 4176
Newcastle-upon-Tyne v. Attorney General, (12 Cl. & F. 402) 802		Newport v. South Covington, etc. St. R. Co., (89 Ky. 29) 3455, 5014	
Newcomb v. Boston Protective Department, (146 Mass. 596) 1854, 1856		Newport v. Taylor's Ex'rs., (16 B. Mon. Ky. 699) ..	3232, 3234, 3331
Newcomb v. Indianapolis, (141 Ind. 451)	963	Newport Charter, <i>In re</i> , (14 R. I. 655)	934, 943, 988
		Newport Light Co. v. Newport, (14 Ky. L. Rep. 464)	5011
		Newport News v. Potter, (122 Fed. 321)	2638, 2670, 2769
		Newport News v. Scott's Adm'x., (103 Va. 794)	5615, 5674

(References are to Pages.)

Newport News Light & Water Co. v. Peninsular Pure Water Co., (107 Va. 700)	3372	Nichols v. Ann Arbor, etc. St. Ry. Co., (87 Mich. 361)	3619, 3622
Newport News, etc. R. & E. Co. v. Bradford, (99 Va. 117)	5740	Nichols v. Board of Police Pension Fund Com., (1 Cal. App. 494)	1099
Newport News, etc. R. & E. Co. v. Hampton Roads R. & E. Co., (102 Va. 795) 3506, 3509, 3510,	3526	Nichols v. Boston, (98 Mass. 39)	5449
Newport News, etc. R. & E. Co. v. Lake, (101 Va. 334)	3224	Nichols v. Bridgeport, (23 Conn. 189)	4327, 4482
Newport News, etc. R. & E. Co. v. Newport News, (100 Va. 157) 3558, 4996,	5005	Nichols v. Brunswick, (Fed. Cas. No. 10(238)	5666
Newport Street Ry. Co. v. Newport, (1 Ky. L. Rep. 124) 3923, 3969,	4395	Nichols v. Chicago, (192 Ill. 290)	4070
Newsom v. Cocke, (44 Miss. 352) 1067, 1230,	1231	Nichols v. MacLean, (101 N. Y. 526)	1125, 1126, 1128
Newson v. Galveston, (76 Tex. 559)	2140	Nichols v. Minneapolis, (30 Minn. 545)	5580
Newton, Appeal of, (84 Conn. 234)	4265, 4269	Nichols v. Minneapolis, (33 Minn. 430)	5610
Newton, In re, (19 Hun. N. Y. 470)	3955, 3956	Nichols v. Moody, (22 Barb. N. Y. 611)	1175
Newton v. Atchison, (31 Kan. 151)	2190, 2191, 4947	Nichols v. New England Furniture Co., (100 Mich. 230)	3281
Newton v. Belger, (143 Mass. 598) 1421, 1581, 1909, 2064, 2075,	2217	Nichols v. Sadorus, (120 Ill. App. 70)	2940, 2953
Newton v. Board of Com'rs., (100 U. S. 548)	404	Nichols v. St. Paul, (44 Minn. 494)	5666
Newton v. Emporium Borough, (225 Pa. St. 17) 3995, 4000,	4001	Nichol v. St. Paul, (80 Minn. 415)	5580
Newton v. Joyce, (166 Mass. 83) 1951,	2280	Nichols v. Salem, (14 Gray Mass. 490)	4294, 4295
Newton v. Lewis, (79 Fed. 715) 3402, 3471,	3482	Nichols v. Salem, (49 Or. 278) 2335, 2336,	2442
Newton v. Lyons, (11 App. Div. N. Y. 105)	1953	Nichols v. Walter, (37 Minn. 264) 466,	1602
Newton v. Manufacturers' R. Co., (115 Fed. 781)	3175, 3177	Nichols & Sherard Co. v. Cunningham, (16 S. D. 475)	668
Newton v. Perry, (163 Mass. 319)	3168, 3179	Nicholson v. Detroit, (129 Mich. 246) 5391, 5399, 5402, 5403, 5475,	5499
Newton v. Toledo, (18 Ohio Cir. Ct. Rep. 756)	4824	Nicholson v. New York, etc. R. Co., (22 Conn. 74) 3927, 3933,	4268
Newton v. Worcester, (169 516)	5660	Nicholson v. South Omaha, (77 Neb. 710)	5749
Newton v. Worcester, (174 Mass. 181)	5661, 5685	Nicholson Pav. Co. v. Painter, (35 Cal. 699)	2644, 4129
Ney v. Whiteley, (26 R. I. 464)	5251	Nick Peay Const. Co. v. Miller, (139 S. W. 1107)	4214
Niagara Falls v. New York Cent. etc. R. Co., (58 N. Y. S. 619)	3300, 3311	Nickels v. Frankfort, (33 Ky. L. Rep. 918)	3946
Niagara Falls v. Salt, (45 Hun. N. Y. 41)	2392	Nickerson v. Boston, (131 Mass. 306)	1931, 4380, 4443
Niagara Falls Suspension Bridge Co. v. Bachman, (66 N. Y. 261)	3272, 3282	Nickerson v. Bridgeport Hydraulic Co., (46 Conn. 24)	3598
Niagara L. & O. Power Co., In re, (112 App. Div. N. Y. 904)	3162	Nicoll v. New York & N. J. Tel. Co., (62 N. J. L. 733)	3642, 3643
Niblett v. Nashville, (12 Helsk. 684)	5620, 5668	Nicoll v. Sands, (131 N. Y. 19)	3677
Nichol v. Huntington Water Co., (53 W. Va. 348)	3600	Nicoulin v. Lowery, (49 N. J. L. 391)	1442, 1586, 2326, 2335
Nichol v. Nashville, (9 Humph. 252)	203, 1336, 4967	Niehaus Bros. Co. v. Contra Costa Water Co., (159 Cal. 305)	3598, 3599, 3600
Nicholasville Water Co. v. Nicholasville, (18 Ky. L. Rep. 592)	2715, 3440, 3684	Nightingale, In re, (11 Pick. Mass. 168)	1428, 2136, 2137, 2261
Nicholay v. Newark, (130 N. Y. S. 1033)	4238	Nicklaus v. Conkling, (118 Ind. 289)	4344
Nicolay v. St. Clair County, (Fed. Cas. No. 10, 257)	4899	Niland v. Bowron, (193 N. Y. 180)	2621, 2735
Nicholes v. Chicago, (184 Ill. 43)	4478	Niland v. Bowron, (113 App. Div. N. Y. 661)	2569
Nicholes v. People, (165 Ill. 502)	4474	Niles v. Los Angeles, (125 Cal. 572)	3224, 3250, 3251, 3253
Nicholl v. Koster, (157 Cal. 416)	497	Niles v. Muzzy, (33 Mich. 611) 1107, 1146,	2713
Nicholl v. Sands, (131 N. Y. 19)	1105	Niles Bryant School v. Bailey, (161 Mich. 193) 4637, 4756, 4777, 4965, 5041,	5042
Nicholls v. Charlevoix Circuit Judge, (155 Mich. 455)	881	Niles Waterworks v. Niles, (59 Mich. 311)	4649, 4734
Nichols, In re, (57 How Pr. N. Y. 395)	1253	Nile's Work v. Cincinnati, (2 Disney Ohio, 400)	3050
Nichols, In re, (48 Fed. 164) 1677,	1682	Nill v. Jenkinson, (15 Ind. 425)	4962
Nichols v. Allen, (139 Mass. 212)	2505		

(References are to Pages.)

Nims v. Troy, (2 Thomp. & C. N. Y. 5)	5525	Norfolk v. Chamberlain, (89 Va. 196)	4238
Ninety-Six Tp. v. Folsom, (87 Fed. 304)	4902	Norfolk v. Chamberlaine, (39 Gratt Va. 534)	2845
Nisbet v. Atlanta, (27 Ga. 650)	5067, 5454	Norfolk v. Cooke, (27 Gratt Va. 430)	385
Niven v. Y.	1, 5609	Norfolk v. Cox, (98 Va. 270)	2120
Niver (27 M)	3962	Norfolk v. Elms, (36 Gratt Va. 224)	822
Nixon v.)	5929	Norfolk v. Flynn, (101 Va. 473)	1420, 2162
Nixon v.)	1922	Norfolk v. Griffith-Powell Co., (115)	4947
Nixon v.)	0, 4211	N. Johnakin, (94 Va. 285)	5712
Noble v.)	7, 5244	v. Norfolk Landmark Co., (95 Va. 564)	4996
Noble v.)	1, 813	v. Nottingham, (96 Va.)	2311
Noble v.)	0, 797	v. Perry, (108 Va. 28)	5007
Noble v. St. Albans, (56 Vt. 522)	5551	etc. N. Co. v. Norfolk, a. 129)	1823
Noble v. Vincennes, (42 Ind. 125)	4001	etc. R. Co. v. Carter, (91)	5572
Nobleboro v. Clark, (68 Me. 87)	2527, 2528	Ry., etc. R. Co. v. Cor- 100 Va. 355)	1820
Noblesville v. Lake Erie, etc. R. Co., (130 Ind. 1)	3216, 3217	etc. R. Co. v. Pennsylv- (136 U. S. 114)	1629
Noblesville v. Noblesville Gas & Imp. Co., (157 Ind. 162)	1818, 2704, 2719, 2729, 3729	etc. Ry. Co. v. Sims, (191)	1675
Noblesville Gas & Imp. Co. v. Loehr, (124 Ind. 79)	5754	Norfolk, etc. R. Co. v. Suffolk, (102 Va. 498)	4992
Noeks v. Whiting, (126 Ia. 405)	5649	Norfolk & P. Traction Co. v. Forrest's Admx. (109 Va. 558)	1815, 1820
Nodine v. Union, (13 Ore. 537)	1819, 2324, 2336	Normal v. Bright, (125 Ill. App. 478)	5762
Nodine v. Union, (42 Ore. 613)	3200, 3242	Normal v. Webb, (91 Ill. App. 123)	5769, 5768
Noecker v. People, (91 Ill. 494)	2397	Norman v. Ince, (8 Okla. 412)	5615, 5572
Noel v. Lees Summit, (166 Mo. App. 114)	4252	Norman v. Teel, (12 Okla. 69)	5602, 5722
Noel v. San Antonio, (11 Tex. Civ. App. 580)	4022, 4044, 4046	Normile v. Ballard, (32 Wash. 369)	5485
Noel Young Bond & Stock Co. v. Mitchell County, (21 Tex. Civ. App. 638)	4824	Normille v. Gill, (159 Mass. 427)	862
Noesen v. Port Washington, (37 Wis. 168)	5251	Norrell v. Augusta R. & E. Co., (116 Ga. 312)	2547, 2971
Nofire v. United States, (164 U. S. 657)	1052	Norris, Appeal of, (3 Walk. 146)	4229
Nogales Water Co. v. Neumann, (12 Ariz. 306)	3782	Norris v. Crocker, (12 How. U. S. 429)	1782
Nohrden v. North Eastern Ry. Co., (54 S. C. 492)	1820	Norris v. Cross, (25 Ohio, 237)	2705, 5272, 5276
Nokomis v. Farley, (113 Ill. App. 161)	5601	Norris v. Oakman, (138 Ala. 411)	2112
Nokomis v. Salter, (61 Ill. App. 150)	5742	Norris v. People, (3 Denio, 381)	5127
Nokomis v. Zepp, (246 Ill. 159)	4651	Norris v. Smithville, (1 Swan, Tenn. 154)	615, 680
Nolan v. New Britain, (69 Conn. 668)	3045, 3051, 5563, 5564, 5566	Norris v. Staps, (Hob. 210)	1418
Nolan v. Reading, (235 Pa. St. 267)	4794, 4795	Norris v. Waco, (57 Tex. 625)	600, 602, 5009
Nolan v. Reed, (139 Ia. 68)	3927	Norris v. Wurster, (48 N. Y. S. 656)	3484, 3912
Nolan v. State, (83 Tex. 182)	2746, 4833	Norristown, In re Eighth Ward of, (3 Pa. County Ct. 475)	670
Noland v. People, (33 Colo. 322)	2205	Norristown v. Fitzpatrick, (34 Pa. St. 121)	406, 414, 5067, 5421, 5662
Nolin v. Franklin, (Tenn. 1833, 4 Yerg. 163)	1546, 2110	Norristown v. Moyer, (67 Pa. 355)	5669
Noltage v. Portland, (25 Ore. 539)	1528	Norristown v. Norristown Pass Ry., (143 Pa. St. 87)	2462
Noonan v. Albany, (79 N. Y. 470)	5557, 5560	North v. Carev, (4 Thomp. & C. N. Y. 357)	971, 1270, 1501
Noonan v. Donoghue, (50 Mo. 492)	4172	North v. People, (139 Ill. 81)	978, 2320
Noonan v. Hastings, (101 Ky. 312)	4199	North Baptist Church v. Orange, (54 N. J. L. 111)	1516
Noonan v. Hudson, (51 N. J. L. 454)	492	North Beach, etc. R. Co., In re, (32 Cal. 429)	4295
Noonan v. Hudson, (52 N. J. L. 398)	490	North Bend v. Cincinnati Street Ry. Co., (25 Ohio Cir. Ct. Rep. 268)	620
Noonan v. People, (133 Ill. 52)	1768, 1772, 4095		
Norbeck v. Philadelphia, (224 Pa. 29)	5491, 5492, 5529		

(References are to Pages.)

North Bergen Tp. v. Eager, (41 N. J. L. 184)	4771	North Whitehall Tp., <i>Is vs</i> , (47 Pa. St. 156)	1522
North Birmingham v. State, (166 Ala. 122)	5249	North Yakima v. Scudder, (41 Wash. 15)	4104
North Birmingham Street R. Co. v. Calderwood, (89 Ala. 247)	1429, 1430	North Yakima v. Superior Court, (4 Wash. 655)	5168
North Braddock v. Central Dist. & Printing Tel. Co., (11 Pa. Super. St. 24)	2552	North Yarmouth v. Skillings, (45 Me. 122)	699
North Braddock v. Second Ave. Tract. Co., (28 Pittsb. L. J. Pa. 27)	3553	Northampton v. Abell, (127 Mass. 507)	2972
North Braddock v. Second Ave. Tract. Co., (8 Pa. Super. Ct. 233)	3553	Northdruff v. Lincoln, (66 Neb. 480)	5725
Co. v.	3550	Northern Central R. Co. v. Baltimore, (21 Md. 93)	2912
), 1924, 2095		521, 247, 252, 1453, 2446, 2912	
Co. v.	2432	Northern Central R. Co. v. Baltimore, (46 Md. 425)	4253
re, (15	4536	Northern Central Ry. Co. v. Maryland, (187 U. S. 358)	1762
instead,	2461, 2463	Northern I. R. Co. v. Connelly, (10 Ohio St. 159) ..	4278, 4380, 4416
Co. v.	2552, 2554	Northern Liberties v. Northern Liberties Gas Co., (12 Pa. St. 318)	1575, 1594, 1986, 2632
Jer- ..	4296	Northern Liberties v. O'Neill, (1 Phila. Pa. 427)	2392, 2441
Jer- ..	1746	Northern Liberties v. St. John's Church, (18 Pa. St. 104) ..	4417, 4454
v. Ne- ..	3567	Northern Liberties v. Swain, (12 Pa. St. 112)	3567, 4494
South ..	3506	Northern Nat. Bank v. Porter Tp., (110 U. S. 608) ..	4890, 4894, 4909
f, (41 ..	5576	Northern Ohio R. Co. v. Hancock County, (53 Ohio St. 22)	2125
Ind. App. 555)	5184	Northern Pacific Lumbering & Mfg. Co. v. East Portland, (14 Ore. 3)	4011
North Lawrence v. Hoysradt, (6 Kan. 170)	5199	Northern Pacific R. Co. v. Lake, (16 N. D. 541)	2818, 2922
North Mannheim Twp's Appeal, (22 W. N. C. 149)	294, 225, 327	Northern Pacific R. Co. v. Minnesota, (208 U. S. 523) ..	1622, 1627, 1642
North Milwaukee, <i>Is vs</i> , Incorporation of, (98 Wis. 616) ..	532	Northern Pacific R. Co. v. Pierce, (51 Wash. 12)	4979
North Missouri R. Co. v. McGuire, (49 Mo. 482)	3969	Northern Pacific R. Co. v. Spokane, (52 Fed. 428)	1891
North Pennsylvania R. Co. v. Stone, (3 Phila. Pa. 421) ..	4172	Northern Pacific R. Co. v. Spokane, (54 Fed. 506)	3221
North Pacific Lumbering, etc. Co. v. East Portland, (14 Ore. 3)	2252	Northern Pacific Ry. Co. v. Walker, (47 Fed. 681)	565
North Plainfield v. Cary, (50 N. J. L. 176)	1209, 4615	Northern Tel. Co. v. Iowa Tel. Co., (98 N. W. 113) ..	2524
North Platte v. North Platte Water Works Co., (56 Neb. 403) ..	2679	Northern Transp. Co. v. Chicago, (99 U. S. 685)	3104, 4230, 4242
North Platte Water Works Co. v. North Platte, (50 Neb. 853) ..	2723	Northern Trust Co. v. Wilmette, (220 Ill. 417)	4793
North River Electric Light & P. Co. v. New York, (62 N. Y. S. 726)	1460	Northport, etc. Camp Meeting Assn. v. Andrews, (104 Me. 344)	3192, 3203, 3248
North River Meadow Co. v. Shrewsbury Church, (22 N. J. L. 424)	622	Northrup v. Pontiac, (159 Mich. 250)	5626
North & South Lumber Co. v. Hegwer, (1 Kan. App. 623) ..	605	Northville v. Westfall, (75 Mich. 503)	2429
North Springfield v. Springfield, (140 Ill. 165)	3321	Northway v. Sheridan, (111 Mich. 118)	1902
North Springs Water Co. v. Tacoma, (21 Wash. 517) ..	4723	Northwestern Fertilizing Co. v. Hyde Park, (97 U. S. 659) ..	1825, 1826, 1911, 1942
North Terrace Park, <i>Is vs</i> , (147 Mo. 259)	4662	Northwestern Lumber Co. v. Aberdeen, (20 Wash. 102) ..	4130
North Tonawanda v. Western Transp. Co., (16 App. Pr. N. S. 297)	5174	Northwestern Lumber Co. v. Aberdeen, (22 Wash. 404)	4769
North Troy School Dist. v. Troy, (80 Vt. 16)	5577	Northwestern Lumber Co. v. Aberdeen, (35 Wash. 626)	4770
North Vernon v. Voegler, (103 Ind. 214) ..		Northwestern P. H. Bank v. Spokane, (18 Wash. 456)	4521
		Northwestern Sav. Bank v. Centerville Station, (143 Fed. 81) ..	4869, 4906, 4923
		Northwestern Tel. Exchange Co. v. Anderson, (12 N. D. 585) ..	1641, 2921

TABLE OF CASES.

6021

(References are to Pages.)

North Western Tel. Exch. Co. v. Minneapolis, (81 Minn. 140) 2012, 2280, 2321, 2534, 2544, 2546	
Northwestern Tel. Exchange Co. v. Twin City Tel. Co., (89 Minn. 495)	2524
Northwestern Union Packet Co. v. Clarksville, (Fed. Cas. No. 10342)	889
Northwestern Union Packet Co. v. St. Paul, (3 Dill. C. C. 454) ..	890
North-Western Union Packet Co. v. St. Louis, (4 Dill. C. C. 10) ..	889
Northwestern University v. Wilmette, (230 Ill. 80) 314, 465, 1732, 2914, 3951, 4020, 4171, 4288, ..	4368
Northwood v. Barrington (9 N. H. 369)	1272, 1275
Norton, <i>In re</i> , (8 Del. Co. Rep. 47)	343
Norton v. Adams, (24 R. I. 97) ..	1211
Norton v. Beckman, (53 Minn. 456)	2295
Norton v. Brookline, (181 Mass. 360)	1129
Norton v. Courtney, (53 Cal. 691)	4480, 4481
Norton v. Dyersburg, (127 U. S. 160)	878, 4828, 4840, 4930
Norton v. East St. Louis, (36 Ill. App. 171)	4741
Norton v. Kramer, (180 Mo. 536) ..	5620
Norton v. New Bedford, (166 Mass. 48)	5436, 5481, 5542
Norton v. Peck, (3 Wis. 714) ..	263
Norton v. Roslyn, (10 Wash. 44) ..	2769
Norton v. St. Louis, (97 Mo. 537)	1468, 1824, 5606
Norton v. Shelby, (118 U. S. 425)	342, 351, 367, 1047, 1048, 1049, 4836
Norton v. South Easton (1 Pa. Cas. 85)	4491
Norton v. Taxing Dist. of Brownsville, (129 U. S. 479) ..	4829
Norton v. Taxing District of Brownsville, (36 Fed. 99)	4651
Norton v. Truitt, (70 N. J. L. 611)	4078
Norwalk v. Jacobs, (27 Ohio Cir. Ct. Rep. 691)	5678
Norwalk v. Jacobs, (29 Ohio Cir. Ct. R. 123)	5774
Norwalk v. Tuttle, (73 Ohio St. 242)	5698
Norwalk Gaslight Co. v. Norwalk, (63 Conn. 495)	2741, 5489
Norwegian St., <i>In re</i> , (81 Pa. St. 349)	3900
Norwich v. Breed, (30 Con. 535) ..	1993
Norwich v. Hampshire, (13 Pick. Mass. 60)	532
Norwich v. Hubbard, (22 Conn. 587)	3921
Norwich v. Hyde, (7 Conn. 529) ..	5121
Norwich v. Savings Soc. v. Hartford, (48 Conn. 570)	4490
Norwich Gas Light Co. v. Norwich City Gas Co., (25 Conn. 19)	1645, 1646, 2818, 2940, 3368, 3411, 3413, 3424
Norwich Gas & El. Co. v. Norwich, (76 Conn. 565)	3752, 3826, 3836, 3839
Norwood v. Baker, (172 U. S. 269)	1612, 3848, 3849, 4083, 4330, 4331, 4366, 4462
Norwood v. Gonzales County, (79 Tex. 218)	3899, 4087
Norwood v. Somerville, (159 Mass. 105)	5713

Norwood v. Western Union Tel. Co., (25 Pa. Super. Ct. 406) ..	3559
Nottage v. Portland, (35 Ore. 539)	4089
Nourse v. Merriam, (8 Cush. 11) ..	5102
Nove v. Bradley, (3 Blackf. Ind. 158)	1349
Nowlen v. Benton Harbor, (134 Mich. 401)	4411, 4464, 4513
Nowlin v. State, (49 Ala. 41) ..	1203
Noyes v. Gardner, (147 Mass. 505)	5594, 5608, 5734
Noves v. Springfield, (116 Mass. 87)	4321
Noyes v. State, (46 Wis. 250) ..	2246
Noyes v. Ward, (19 Conn. 250) ..	3197, 3208, 3912, 4100
Norwich v. Story, (25 Conn. 44) ..	1780, 3895
Noxubee County Hardware Co. v. Macon, (90 Miss. 636)	1106
N. P. Perine Cont. & P. Co. v. Quackenbush, (104 Cal. 684) ..	2644
Nugent v. Jackson, (72 Miss. 1040)	3923, 4004
Nugent v. Newark, (77 N. J. L. 425)	4671
Nugent v. State, (18 Ala. 521) ..	2288, 2426
Nugent v. Wrinn, (44 Conn. 273) ..	1325
Nulls v. Gleason, (11 Wis. 470) ..	967
Nunda v. Chrystal Lake, (79 Ill. 311)	365
Nunemacher v. Louisville, (98 Ky. 334)	2718
Nute v. Boston, etc. Co., (149 Mass. 465)	3921
N. W. Halsey & Co. v. Belle Plaine, (128 Ia. 467)	4682
Nyhart v. Taylor Boro., (31 Pa. Super. Ct. 635)	4225, 4257

O

Oak Cliff v. Etheridge, (76 S. W. Tex. 602)	4620
Oak Cliff v. State, (Tex. Civ. App. 1903, 77 S. W. 24)	586
Oak Cliff Sewerage Co. v. Mar-salis, (30 Tex. Civ. App. 42) ..	3028, 3239
Oak Grove v. Juneau, (66 Wis. 534)	1407, 1452, 1515
Oak Harbor v. Gallagher, (52 Ohio St. 183)	2907, 5672
Oak Park v. Galt, (231 Ill. 365) ..	3913
Oak Park v. Galt, (231 Ill. 482) ..	4022
Oak St., <i>In re</i> , (196 Mo. 515)	1705
Oakdale Borough v. Sterling, (8 Pa. Super. Ct. 428)	4412
Oakes v. Hill, (10 Pick. Mass. 333)	289
Oakes Mfg. Co. v. New York, (206 N. Y. 221)	5514, 5515, 5522
Oakes Mfg. Co. v. New York (120 N. Y. S. 796)	3584
Oakes Mfg. Co. v. New York, (125 N. Y. S. 1030)	5522
Oakland v. Carpentier, (13 Cal. 540)	719, 788, 840, 844, 1271, 1299, 2712, 3894
Oakland v. Oakland Water F. Co., (118 Cal. 160)	883, 1135, 1191, 1391, 2514, 2547, 2971
Oakland v. Snow, (145 Cal. 419) ..	135, 1191
Oakland v. Southern Pac. Co., (131 Cal. 226)	5029
Oakland v. Thompson, (151 Cal. 572)	4007
Oakland Bank Savings v. Sullivan, (107 Cal. 428)	3985

(References are to Pages.)

Oakland Cemetery v. Yonkers, (71 N. Y. S. 783)	4422, 4423
Oakland Paving Co. v. Barstow, (79 Cal. 45)	4160, 4161
Oakland Paving Co. v. Hilton, (69 Cal. 479)	4010
Oakland Paving Co. v. Rier, (52 Cal. 270)	3903
Oakland R. Co. v. Fielding, (48 Pa. 320)	5757
Oakland R. Co. v. Oakland, etc. R. Co., (45 Cal. 365)	3417, 3479, 3507, 3526
Oakland Sugar Mill Co. v. Fred W. Wolf Co., (118 Fed. 239) ..	1689
Oakley v. Atlantic City, (63 N. J. L. 127)	1346, 2637, 2701, 3671, 3955, 4289
Oakley v. Luzerne Borough, (25 Pa. Super. Ct. 425)	1847
Oakley v. New Orleans, (1 La. 1)	4981
Oakley v. Williamsburg, (6 Paige, N. Y. 262)	3448, 3966
Oakwood v. Knox, (237 Ill. 148) ..	3075, 3096
Oath, <i>In re</i> , (20 Johns. 493)	935, 937
Oberg, <i>In re</i> , (21 Ore. 406)	455
O'Boyle v. Detroit, (131 Mich. 15) ..	1142
O'Brian v. Baltimore County Com'rs, (51 Md. 15)	3949
O'Brien, <i>In re</i> , (119 Mich. 540)	3920, 3929, 3953
O'Brien v. Baltimore Belt R. Co., (74 Md. 363)	3551, 3607
O'Brien v. Bradley, (28 Ind. App. 487)	4568, 4569
O'Brien v. Central Iron & Steel Co., (158 Ind. 218) ..	2951, 2953, 2957
O'Brien v. Cleveland, (4 Ohio Dec. 189)	2319, 2330
O'Brien v. Cleveland, (1 Cleveland Law Rep. 100)	2127, 2380
O'Brien v. Drinkenberg, (41 Mont. 538)	1364, 4109, 5372
O'Brien v. Louer, (158 Ind. 211) ..	1713
O'Brien v. Markland, (9 Ky. L. Rep. 773)	3954
O'Brien v. New York, (84 N. Y. 50)	1080
O'Brien v. New York, (15 N. Y. S. 520)	4163
O'Brien v. New York, (19 N. Y. S. 793)	4172
O'Brien v. Niagara Falls, (119 N. Y. S. 497)	2638
O'Brien v. Philadelphia, (150 Pa. 589)	3107, 4230, 4241
O'Brien v. Police Jury, (2 La. Ann. 355)	4188
O'Brien v. St. Paul, (18 Minn. 176)	3047, 3050, 3051, 3053, 5560, 5570, 5577
O'Brien v. Tallman, (36 Mich. 13)	5272
O'Brien v. Thorogood, (162 Mass. 598)	939, 973
O'Brien v. Wheelock, (95 Fed. 883)	2586, 4797, 4930
O'Brien v. Woburn, (184 Mass. 598)	5604
O'Brien v. Worcester, (172 Mass. 348)	3057, 5529
O'Bryan v. Highland Apartment Co., (33 Ky. L. Rep. 349)	2064
O'Bryan v. Highland Apartment Co., (128 Ky. 282)	2244
O'Bryan v. Owensboro, (113 Ky. 680)	4618, 4648, 4707, 4711, 4922
Ocean Grove Camp Meeting v. Berthall, (63 N. J. L. 312) ..	2930
Ocean Springs v. Green, (77 Miss. 472)	1431
Oceanic Steamship Co. v. Tappan, (16 Blackf. 296)	5202
O'Connell v. First Parish, (204 Mass. 118)	4388, 4442
O'Connor v. Dunkirk, (128 N. Y. S. 358)	5701
O'Connor v. Fond du Lac, (109 Wis. 253)	1055, 1066
O'Connor v. Firemen's Pension Fund, (155 Ill. App. 460)	5055
O'Connor v. Hendrick, (184 N. Y. 421)	5081, 5082
O'Connor v. Memphis, (6 Lea, Tenn. 730)	286, 313, 675, 711
O'Connor v. New York, (95 N. Y. S. 204)	1116
O'Connor v. New York, (16 Daly, 58)	5661
O'Connor v. New York, (174 N. Y. 517)	4143, 4159, 4168
O'Connor v. Pittsburg, (18 Pa. 187)	515, 4230, 4233
O'Connor v. Shahbona, (49 Ill. App. 619)	1831
O'Connor v. Walsh, (82 N. Y. S. 499)	957, 1008, 1011, 1398, 5314, 5372
Oconto City Water-Supply Co. v. Oconto, (105 Wis. 76)	2723, 3670, 4588, 4989, 4954, 4978
Oconto County Supervisors v. Hall, (47 Wis. 208)	1315
Ocorr & Rugg Co. v. Little Falls, (79 N. Y. S. 251)	2770, 4139, 4140, 5075
Odd Fellows' Cemetery Assn. v. San Francisco, (140 Cal. 226) ..	1937, 1939
Odd Fellows Hall Assn. v. Hegele, (24 Ore. 16)	363
O'Dea v. Mitchell, (144 Cal. 374)	3995, 4020, 4168, 4173, 4077, 4313, 4403, 4513
O'Dea v. Winona, (41 Minn. 424)	1370
Odegaard v. Albert Lea, (33 Minn. 351)	263
Odell v. Atlanta, (97 Ga. 670) ..	2114
Odell v. Bretney, (71 N. Y. S. 449)	2915
Odell v. Reynolds, (40 Mich. 21) ..	2377
Odell v. Schroeder, (58 Ill. 353) ..	2422, 5189, 5418, 5446
O'Dell v. Scranton, (126 Mo. App. 19)	2737, 2744, 4756
Odiorne v. Rand, (59 N. H. 504) ..	1038
Odon v. Dobbs, (25 Ind. App. 522)	5620
O'Donnell v. Riter-Conley Mfg. Co., (124 Ill. App. 544)	2073
O'Donnell v. White, (24 R. I. 483)	3047, 4241, 4282, 5387, 5570
O'Donnell v. Bailey, (24 Miss. 386)	4946
O'Donnell v. Lange, (162 Mich. 654)	2969
O'Donnell v. North Attleborough, (212 Mass. 343)	5389, 5501, 5505, 5518
O'Donnell v. Philadelphia, (7 Phila. 234)	4773
O'Donnell v. Philadelphia, (2 Brewst. Pa. 481)	4762, 4768, 4774, 4775
O'Donnell v. Syracuse, (184 N. Y. 1)	5439, 5552, 5560
O'Dowd v. Boston, (149 Mass. 443)	1236, 1233
O'Dwyer v. Monett, (123 Mo. App. 184)	1305, 5139
O'Dwyer v. Northern Market Co., (24 App. 81)	5622, 5690

TABLE OF CASES.

6023

(References are to Pages.)

Oehler v. Big Stone City, (16 S. D. 86)	833, 842, 847
Oelrich v. Pittsburg, (Fed. Cas. No. 10,444)	2552
Oelrich v. Pittsburg, (Fed. Cas. No. 10,443)	4865, 4829, 4929
Oettinger v. District of Columbia, (18 App. D. C. 375)	2809
O'Flynn v. Butte, (36 Mont. 493)	5742
Office Specialty Mfg. Co. v. Elbert County, (78 Fed. 234)	4650
Ofstie v. Kelly, (32 Minn. 440)	2936, 2948
Ogden, <i>Es parte</i> , (Tex. Cr. App. 1903, 66 S. W. 1180)	1419
Ogden v. Bear Lake & River Water Works & Irr. Co., (16 Utah, 440)	2512, 2516
Ogden v. Bearworks	h,
35)	5, 4120
Ogden v. C	h,
86)	0, 2232
Ogden v. H	L,
104)	2, 4461
Ogden v. L	h,
422)	3, 4074
Ogden v. M	h,
387)	3107
Ogden v. Madison, (111 Wis. 412)	1872, 2108,
2291, 2306, 2308, 2359, 2361,	2367
Ogden v. New York, (126 N. Y. S. 139)	2854
Ogden v. Philadelphia, (143 Pa. 430)	4259
Ogden v. Raymond, (22 Conn. 379)	938, 1176
Ogden v. Weaver, (108 Fed. 564)	2741
Ogden v. Weber, (26 Utah, 129)	5097
Ogden, etc. Co. v. Chicago, (224 Ill. 294)	3962, 4027
Ogdensburgh v. Lyon, (7 Lana. N. Y. 215)	1472, 1702, 1916
Ogdon v. Armstrong, (168 U. S. 224)	4207
Ogg v. Lansing, (85 Ia. 495)	5498
Ogilvie v. Crawford County, (7 Fed. 745)	1692
Ogle v. Belleville, (143 Ill. App. 514)	654
Ogle v. Cumberland, (30 Md. 59)	5614
Ogle v. Philadelphia, etc. R. Co., (3 Houst. Del. 267)	3264
Oglevee v. Quaker City El. Ry. Co., (Pa. 29 Atl. 111)	2942
O'Gorman v. Morris, (26 Minn. 267)	5676
Oh You, <i>Es parte</i> , (82 Cal. 389)	723, 772
O'Hale v. Sacramento, (48 Cal. 212)	5486
O'Hara v. Blood, (27 La. Ann. 57)	4207
O'Hara v. Buffalo, (67 N. Y. S. 367)	5729
O'Hara v. Brooklyn, (68 N. Y. S. 210)	5662
O'Hara v. Nelson, (71 N. J. Eq. 161)	1951
O'Hara v. New Orleans, (30 La. Ann. 162)	4180
O'Hara v. New York, (112 N. Y. 146)	2904
O'Hara v. Scranton, (205 Pa. 142)	4190, 4794
O'Hara v. State, (112 N. Y. 146)	536, 4039
O'Hare v. Chicago, (125 Ill. App. 73)	2119
O'Hare v. Dubuque, (23 Ia. 144)	5002

O'Hare v. Lieb, (66 Ill. App. 549)	1814
O'Hare v. Park River, (1 N. D. 279)	1138, 1516
O'Harra v. New Orleans, (30 La. Ann. 162)	2768
O'Haver v. Montgomery, (120 Tenn. 448)	7,
304, 1544, 2306, 2309, 2422,	2920
Ohio v. Marcy, (85 U. S. 552)	4669
Ohio Electric R. Co. v. Ottawa, (97 N. E. 835)	3550
Ohio Farmers' Ins. Co. v. New Philadelphia, (9 Ohio Dec. 792)	4824
Ohio Life Ins. & Trust Co. v. Debolt, (16 How. U. S. 416)	1749, 2412
Ohio, etc. R. Co. v. McCutchin, (27 Ill. 9)	2316
Ohio, etc. R. Co. v. People, (29 Ill. App. 473)	2790
Ohio River R. Co. v. Gibbens, (85 W. Va. 57)	2944
Ohio Valley Iron Works v. Moundsville, (11 W. Va. 1)	4821
Oil City v. Lay, (164 Pa. St. 370)	2977, 4049
Oil City v. McAboy, (74 Pa. St. 222)	5168
City Trust Co.,	2204, 2229
City Boiler Works,	4539
to, Ass'n v. Shan-	4498
Super. Ct. 251)	2258
v. Pidduck-Ross	19 N. Y. S. 576)
19 N. Y. S. 576)	1542, 2042
O'Keefe v. New York, (173 N. Y. 474)	4086, 4122
O'Keefe v. New York, (176 N. Y. 297)	5124
O'Keefe v. New York, (76 N. Y. S. 796)	4120
O'Keefe v. Northampton, (145 Mass. 116)	5092
O'Keefe v. Somerville, (190 Mass. 110)	2255
Oklahoma City v. Dean, (15 Okla. 132)	1042
Oklahoma City v. Hill, (6 Okla. 114)	5395, 5400, 5470
Oklahoma City v. McMaster, (12 Okla. 570)	3076
Oklahoma City v. Meyers, (4 Okla. 686)	2796, 2797, 5663
Oklahoma City v. Richardson, (8 Okla. 5)	296
Oklahoma City v. Shields, (22 Okla. 265)	4049, 4297
Oklahoma City v. State, (26 Okla. 780)	3371, 4660
Oklahoma City v. Welsh, (8 Okla. 282)	5628, 5720
Oklahoma City, etc. R. Co. v. Dunham, (39 Tex. Civ. App. 575)	3216, 3266
Olathe v. Edison, (84 Kan. 408)	2452
Olathe v. Missouri & K. Interurban R. Co., (78 Kan. 192)	2368, 2502, 2771
Olathe v. Mixee, (43 Kan. 425)	5766, 5768
O'Laughlin v. Dubuque, (42 Ia. 539)	5756
O'Laughlin v. Kirkwood, (107 Mo. App. 302)	921, 1786
O'Laughlin v. Pawnee City, (88 Neb. 244)	5617, 5626, 5628

(References are to Pages.)

o County,	874	Olmstead v. Pound Ridge, (34 N. Y. S. 615)	5124
481)	4535	Olmstead v. Proprietors of Morris Aqueduct, (46 N. J. L. 495) ..	3090
v. Plym-	3160	Olmstead v. Proprietors of Morris Aqueduct, (47 N. J. L. 311) ..	3092
n. 155) ..	3704	Olmstead v. Superior, (155 Fed. 172)	4797
v. Atlanta,	2478, 2495	Olney v. Harvey, (50 Ill. 453) ..	5129
v. Wich-	4165	312, 576, 698, 699, 708, 5169, ..	1023
Co. v.	333	Olney v. Pierce, (1 R. L. 292) ..	4350
L. (20 Ct.	326	Olney v. Wharf, (115 Ill. 519) ..	5218
del. Co. R.	1076	Olson v. Loddick, (59 Hun N. Y. 527)	4280
Pa. Super.	3160	Olson v. Albert Lea, (107 Minn. 127)	5775
322, 326	1211	Olson v. Chippewa Falls, (71 Wis. 558)	2092
(103 Ala.	5270	Olsen v. Citizens' Ry. Co., (152 Mo. 426)	2423
1074, 1076	2935	Olson v. Hawkins, (135 Wis. 394)	4413
(Ga. App.	1472	Olson v. St. Paul Fire, etc. Ins. Co., (35 Minn. 423)	4273
t, (2 Burr.	2447	Olson v. Seattle, (30 Wash. 327) ..	4450
Olds v. Commissioners, (150 Mich. 134)	1153	Olson v. Topeka, (43 Kan. 709)	5726
Olds v. Erie City, (79 Pa. St. 380)	1330	Olson v. Worcester, (142 Mass. 526)	2074
Oldstein v. Fireman's Building Assn., (44 La. Ann. 492)	2372	Olympic Athletic Club v. Spear, (29 Colo. 158)	5059
O'Leary, <i>Es parte</i> , (65 Miss. 80) ..	5433	Olyphant Sewage & Drainage Co. v. Olyphant, (211 Pa. St. 536) ..	4233
1917, 1952, 2447	5629	2031, 2033, 2213, ..	3923
O'Leary v. Board of Education, (83 N. Y. 1)	4811	Olyphant Sewage & Drainage Co. v. Olyphant, (4 Lack. Jur. Pa. 389)	5667
O'Leary v. Chicago, etc. R. Co., (La. 1905, 103 N. W. 362)	3332	Omaha v. Bowman, (53 Neb. 293) ..	5479
O'Leary v. Cook, (28 Ill. 534) ..	1367	Omaha v. Croft, (60 Neb. 57)	4278
O'Leary v. Fire & Water Board, (79 Mich. 381)	361	4235, 5238, ..	2935
269, 372, 5382, 5399, 5433	4423	Omaha v. Flood, (57 Neb. 124) ..	4169
O'Leary v. Mankato, (21 Minn. 65)	4109	Omaha v. Gsanter, (4 Neb. 52) ..	1748
Oleson v. Green Bay, etc. Ry. Co., (26 Wis. 283)	2400	Omaha v. Hammond, (94 U. S. 28)	4344
Olin v. Denver, etc. R. Co., (35 Colo. 177)	486	Omaha v. Harmon, (63 Neb. 339)	5720
2820, 3011, ..	5716	Omaha v. Hodgskins, (70 Neb. 229)	5735
Ol'n v. Meyers, (55 Ia. 209) 1337, ..	4856	Omaha v. Kochem, (74 Neb. 713) ..	5539
Oliver v. State, 86 Ala. 88)	3947	446)	3752
Olive Cemetery Co. v. Philadelphia, (93 Pa. 129)	1739	Omaha v. Omaha Water Co., (218 U. S. 189)	5710
4423	5623	699)	5663
Oliver Hill v. Tabor, (143 Ky. 236) ..	5261	Omaha v. Richards, (49 Neb. 344)	4268
Oliver, Information against, (21 S. C. 218)	3269	Omaha v. Schaller, (26 Neb. 522)	615
1816, 2190, ..	2974	Omaha v. South Omaha, (21 Neb. 378)	4963
2208, 2212, 2211, 2379, 2383, ..	3271	331, 345, 527, ..	4231
Oliver v. Burlington, (76 N. J. L. 227)	5613	Omaha v. State, (69 Neb. 29) ..	3563
Oliver v. Denver, (18 Colo. App. 345)	5025	4341, 4536, ..	2486
Oliver v. Eberton, (124 Ga. 64)	1033	Omaha v. Williams, (52 Neb. 40) ..	3432
4621, 4856	1000	Omaha Electric Light & Power Co. v. Omaha, (173 Fed. 494) ..	3432
Oliver v. Jersey City, (34 N. J. L. 324)		3471, ..	
Oliver v. Jersey City, (63 N. J. L. 88)		Omaha Electric Light & Power Co. v. Omaha, (179 Fed. 455) ..	
1902, 1279, 1727, ..		3481, ..	
Oliver v. Kansas City, (69 Mo. 79)		Omaha Horse Ry. Co. v. Cable Tramway Co., (30 Fed. 324) ..	
2796, 5607, ..		1643, ..	
Oliver v. Memphis, etc. R. Co., (30 Ark. 128)		Omaha Horse R. Co. v. Denver City R. Co., (2 Colo. 673) ..	
5261		3432	
Oliver v. New Berg, (50 Ore. 93) ..			
2799, 3269			
Oliver v. Synhorst, (48 Ore. 392)			
2973, 2974			
Oliver v. Synhorst, (58 Ore. 582)			
3269, 3271			
Oliver v. Worcester, (102 Mass. 489)			
206, 1531, ..			
1536, 5502, 5506, 5512, 5592, ..			
5613			
Olivier v. Houston, (93 Tex. 301) ..			
5025			
Olms v. Bingham, (101 N. Y. S. 1106)			
5061			
Olmstead v. Dennis, (77 N. Y. 373)			
1033			
Olmstead v. New York, (42 N. Y. Sup. Ct. 481)			
933, 946, 1000			

TABLE OF CASES.

6025

(References are to Pages.)

Omaha Nat. Bank v. Omaha, (15 Neb. 338)	4802	O'Neill v. New Orleans, (30 La. Ann. 220)	5591
Omaha Water Co. v. Omaha, (147 Fed. 1)	1641, 1770, 2728, 2758, 3471, 3482, 3665, 3700, 3709, 3716, 3717, 3719, 3721, 3861	O'Neill v. Portland, (59 Ore. 84)	4176, 4189
Omaha Water Co. v. Omaha (156 Fed. 922)	2748, 2777	O'Neill v. St. Paul, (104 Minn. 491)	5570
Omaha Water Co. v. City of Omaha, (162 Fed. 225)	2464, 3825, 3827, 3860	O'Neill v. Yellowstone Irr. Dist., (44 Mont. 493)	4857, 4860
O'Maley v. Dorn, (7 Wis. 236)	2033	Onondaga v. Amsterdam, (124 N. Y. S. 558)	5098, 5099, 5129, 5191
O'Maley v. Freeport, (96 Pa. St. 24)	1575, 1598, 2157	Onondaga v. White, (77 N. Y. S. 1074)	3151
O'Malla v. Wentworth, (65 Me. 129)	1816	Onstatt v. Murray, (22 Ia. 457)	3194
O'Malley v. Dillenbeck Lumber Co., (141 Ia. 186)	3263	Ontario v. Hill, (99 N. Y. 324) ..	1182
O'Malley v. Lexington, (99 Mo. App. 695)	5613, 5625	Ontario v. Union Bank of Rochester, (47 N. Y. S. 927) ..	4876, 4903, 4937
O'Malley v. Oliphant, (198 Pa. St. 525)	5345	Ontario Bank v. Bunnell, (10 Wend. 186)	4993
O'Malley v. Parsons, (191 Pa. 612)	5710	Opelika v. Daniel, (59 Ala. 211)	872, 874
O'Mally v. McGinn, (53 Wis. 353)	1361, 1370, 1502	Opelousas v. Andrus, (37 La. Ann. 699)	573, 1290, 1501
O'Meara v. Green, (16 Mo. App. 118)	4352, 4358	Opelousas v. Giron, (46 La. Ann. 1364 1565, 1622, 1865, 1874, 2358) ..	2367
O'Meara & City of Ottawa, <i>In re</i> , (11 Ont. Rep. 603)	1587	Opelousas v. Norman, (51 La. Ann. 136)	1918, 1943
Onderdonk v. Plainfield, (42 N. J. L. 480)	4055, 4056	Opening of Albany St., <i>In re</i> , (6 Abb. Pr. N. Y. 273)	1788
One Hundred and Eighty-First Street, <i>In re</i> , (17 N. Y. S. 917) ..	4441	One Hundred and Eighty Second St., <i>In re</i> , Opening of, (58 N. Y. S. 736)	2992
One Hundred and Eighty Seventh St., <i>In re</i> , (79 N. Y. S. 1031) ..	4237	Opening of First Street, <i>In re</i> , (66 Mich. 42)	2089
One Hundred and Sixty Third St., <i>In re</i> , Opening of, (131 N. Y. 569)	3184	Opening of Robin St., <i>In re</i> , (1 La. Ann. 412)	1526
One Hundred and Thirty-eighth St., <i>In re</i> , (61 How. Pr. 284) ..	4317	Opinion of Judges, (3 Me. 481) ..	937
O'Neal v. Sherman, (77 Tex. 182) ..	2840	Opinion of Judges, (58 Me. 590) ..	2474
Onelda v. King, (101 N. Y. S. 239)	4821	Opinion of Justices, (7 Me. 497) ..	923
O'Neil v. Bates, (20 R. L. 793) ..	5715, 5754	Opinion of Justices, (38 Me. 597) ..	923
O'Neil v. Chelsea, (208 Mass. 307)	5748, 5607, 5707, 5711, 5762	Opinion of Justices, (52 Me. 595)	805, 858, 859, 4966
O'Neil v. Detroit, (50 Mich. 133)	2797, 5699	Opinion of Justices, (58 Me. 590)	859, 4606, 4943
O'Neil v. Flannigan, (98 Me. 426)	1104	Opinion of Justices, (58 Me. 591) ..	3874
O'Neil v. Hoboken, (73 N. J. L. 189)	4175, 5187	Opinion of Justices, (99 Me. 515) ..	529
O'Neil v. Lamb, (53 Ia. 725)	3407	Opinion of Justices, (60 Atl. Me. 85)	3904
O'Neil v. Mansfield, (47 Misc. Rep. N. Y. 516)	1216, 1240, 1254	Opinion of Justices, (138 Mass. 601)	404, 1225
O'Neil v. Milwaukee, (121 Wis. 32)	4175	Opinion of Justices, (145 Mass. 587)	991
O'Neil v. People, (166 Ill. 561) ..	3845, 4099, 4374	Opinion of Justices, (150 Mass. 592)	3793, 3794, 3795, 3891
O'Neil v. Tyler, (3 N. D. 47)	1838, 1867, 1761, 5024	Opinion of Justices, (155 Mass. 598)	2474, 3873, 3874
O'Neil v. Vermont, (144 U. S. 323) ..	1612	Opinion of Justices, (157 Mass. 595)	558
O'Neil v. West Branch, (81 Mich. 544)	5625	Opinion of Justices, (166 Mass. 589)	1016, 1017
O'Neil Engineering Co. v. Ryan, (124 Pac. 19)	4659, 4684, 4687, 4747, 4838	Opinion of Justices, (204 Mass. 607)	530, 3112, 3113
O'Neill v. American Fire Ins. Co., (166 Pa. St. 72)	959	Opinion of Justices, (204 Mass. 616)	3108, 3113
O'Neill v. Dringer, (31 N. J. Eq. 507)	4494	Opinion of Justices, (208 Mass. 603)	2892, 2893, 2965
O'Neill v. Elizabeth, (N. J. L. 73 Atl. 872)	2650, 2675	Opinion of Justices, (208 Mass. 605)	2849, 2852
O'Neill v. Fitzsimmons, (114 Ill. App. 168)	1225	Opinion of Justices, (208 Mass. 619)	2651
O'Neill v. Hoboken, (73 N. J. L. 67)	3903	Opinion of Justices, (208 Mass. 625)	2181, 5593
O'Neill v. Hudson County Freeholders, (41 N. J. L. 161) ..	3148	Opinion of Justices, (6 Cush., Mass. 578)	603
		Opinion of Supreme Court, (55 Mo. 295)	529
		Opinion to the Governor, (24 R. I. 603)	2178
		Opp v. Ten Eyck, (99 Ind. 345) ..	1476
		Oquawka v. Graves, (82 Fed. 568)	4824, 4826

(References are to Pages.)

Oram v. New Brunswick, (66 N. J. L. 632)	1127	Orphan Asylum, Appeal of, (111 Pa. St. 135)	4238
Orange v. Ritter, (90 Ind. 362)	2616	Orr v. Lacy, (18 Fed. Cas. No. 10589)	361
Orange City v. Thayer, (45 Fla. 502)	2447, 2448, 5198	Orr v. New York, (64 Barb. 106)	5466
Orange & A. R. Co. v. Alexandria, (17 Grat. 176)	4996, 5004, 5010, 5015	Orr v. Omaha, (2 Neb. 771)	3990
Orange St., <i>In re</i> , (50 How. Pr. N. Y. 244)	3980	Orr v. Walker, (85 Mo. 41)	4672
Oraton St., <i>In re</i> , (9 N. J. L. 346)	4464	Orrick v. Akers, (109 Mo. App. 662)	1902, 2163, 2317, 2329
Orcutt v. Pasadena Land & Water Co., (152 Cal. 599)	3804	Orrick v. Fort Worth, (52 Tex. Civ. App. 308)	767
Ord v. Nash, (50 Neb. 335)	2796, 5604, 5612	Orrick v. Fort Worth, (32 S. W. Tex. 442)	3282
Ordway v. Canlsteo, (21 N. Y. S. 835)	5557	Orser v. New York, (193 N. Y. 537)	5724
Oregon v. Jennings, (119 U. S. 74)	4668, 4910	Orth v. Belgrade, (87 Minn. 237)	5582
Oregon City v. Oregon & C. R. Co., (44 Ore. 165)	3230, 3258, 3279, 3284	Orth v. Park & Co., (117 Ky. 779)	4039, 4397
Oregon & Cal. R. Co. v. Portland, (25 Ore. 229)	4157, 4456, 4527	Orton v. Lincoln, (15 Ill. 499)	1185
Oregon Real Estate Co. v. Portland, (40 Ore. 56)	4004	Orton v. Metuchen, (66 N. J. L. 572)	3433, 3434
Oregon Steam Nav. Co. v. Portland, (2 Ore. 81)	5026	Orton v. State, (12 Wis. 509)	2593
Oregon Transfer Co. v. Portland, (47 Ore. 1)	4050, 4052	Ortwine v. Baltimore, (16 Md. 287)	4251
Oren v. Bolger, (128 Mich. 355)	398, 403, 3902	Orvis v. Park Com'rs of Des Moines, (88 Ia. 674)	972, 4698
O'Reilly v. Kingston, (114 N. Y. 439)	3990, 3991, 4430, 4431, 4459	Osage City v. Brown, (27 Kan. 74)	5686
Organ v. Toronto, (C. P. 24 Ont. Rep. 318)	1754	Osage City v. Larkins, (40 Kan. 206)	3268, 5623
Orkney St., <i>In re</i> , (9 Pa. Super. Ct. 604)	4403, 4415	Osage St., <i>In re</i> , (90 Pa. St. 114)	3896
Orkney St., <i>In re</i> , (194 Pa. St. 425)	4415	Osage Valley, etc. R. Co. v. Morgan County Court, (53 Mo. 156)	5310
Orlando v. Equitable Building & Loan Ass'n, (45 Fla. 507)	5028, 5037	Osborn v. Charlevoix, (114 Mich. 655)	1887, 1891
Orlando v. Gooding, (34 Fla. 244)	1194	Osborn v. Danvers, (6 Pick. 98)	5033
Orlando v. Orlando Water & Light Co., (50 Fla. 207)	626, 650	Osborn v. People, (103 Ill. 224)	5244
Orlando v. Pragg, (31 Fla. 111)	1891	Osborn v. United States Bank, (9 Wheat. U. S. 738)	298, 577, 1532, 2567
Orleans v. Bowen, (4 Lans. 24)	5143	Osborne, <i>In re</i> , (101 Pa. St. 284)	331, 332, 336, 339
Orleans v. Platte, (99 U. S. 676)	4933	Osborne v. Adams, (106 U. S. 181)	4818
Orman v. Pueblo, (8 Colo. 292)	1189	Osborne v. Auburn Tel. Co., (189 N. Y. 393)	2868, 3644, 3645, 3650
Orme v. Richmond, (79 Va. 86)	5395, 5710	Osborne v. Auburn Tel. Co., (97 N. Y. S. 374)	2363
Ormond v. Shaw, (50 Fla. 445)	638, 648	Osborne v. Detroit, (32 Mich. 282)	3976
Ormsby v. Jamison, (9 Ky. L. Rep. 325)	4357	Osborne v. Detroit, (32 Fed. 36)	5606
Ormsby v. Louisville, (79 Ky. 197)	5028	Osborne v. Florida, (164 U. S. 650)	1699
Orneville v. Glenburn, (70 Me. 353)	5099	Osborne v. Hamilton, (29 Kan. 1)	5622
Oroville, etc. R. Co. v. Plumas County, (37 Cal. 354)	302, 350	Osborne v. Mobile, (44 Ala. 493)	597, 1674, 1686, 2191
O'Rourke, <i>In re</i> , (30 N. Y. S. 375)	1905	Osborne v. Pulaski L. & W. Co., (95 Va. 16)	5743
O'Rourke v. Citizens Street R. Co., (103 Tenn. 124)	2103	Osborne v. San Diego Land & Town Co., (178 U. S. 22)	3689, 3690, 3732, 3784
O'Rourke v. Hart, (9 Bosw. 301)	3904	Osburn v. Chicago, (105 Ill. App. 217)	2101, 2087, 4250, 5407
O'Rourke v. Hays, (93 Pa. St. 72)	1537	Osburn v. Lyons, (104 Ia. 160)	2632, 2661, 4085, 4119, 4136
O'Rourke v. Monroe, (98 Mich. 520)	5682, 5705, 5713	Osgood v. Boston, (165 Mass. 281)	2569
O'Rourke v. New York, (45 N. Y. S. 261)	5717	Osgood v. Chicago, (154 Ill. 194)	3104, 4267
O'Rourke v. New Orleans, (106 La. 313)	1891	Osgood v. Clark, (26 N. H. 307)	615, 663
O'Rourke v. Newark, (66 N. J. L. 265)	1054, 1254	Osgood v. Jones, (60 N. H. 543)	5236, 5250
O'Rourke v. Philadelphia, (211 Pa. 79)	2623, 2757	Osgood v. Lynn, (130 Mass. 335)	5163, 5169
O'Rourke v. Sioux Falls, (4 S. D. 47)	5067, 5395, 5663, 5717	O'Shaughnessey v. Middleport, (86 N. Y. S. 944)	5702
O'Rourke Eng'r Const. Co. v. New York, (125 N. Y. S. 664)	4167	Oshkosh v. Schwartz, (55 Wis. 483)	2308, 2381
		Oshkosh City R. Co. v. Winnebago County, (89 Wis. 435) ..	4344

(References are to Pages.)

Oshkosh Waterworks Co. v. Oshkosh, (187 U. S. 487) ..	1859, 1863
Oskaloosa v. Tullia, (25 Ia. 440) ..	793
Oskaloosa Street Ry. & Land Co. v. Oskaloosa, (30 Ia. 496) ..	3460
Osmond v. Matteson, (43 Neb. 512) ..	633
Osmond v. Smathers, (63 Neb. 509) ..	649
Ostenberg v. Union Trust Co., (83 U. S. 434) ..	4496
Oster v. Jefferson, (57 Mo. App. 455) ..	4140, 4187, 4190
Osterheldt v. Philadelphia, (195 Pa. 355) ..	3236, 3244
Osterhout v. Hyland, (27 Hun. N. Y. 167) ..	6136
Osterhout v. Rigney, (98 N. Y. 323) ..	1712, 5126, 5230
Osterhout v. Ulster, (98 N. Y. 339) ..	5279
Osterreich v. Fowle, (122 Mich. 9) ..	1245
Ostrander, Ia. ex, (24 N. Y. S. 295) ..	1269
Ostrander v. Lansing, (111 Mich. 693) ..	5543
Ostrander v. Salmon, (30 Idaho. 153) ..	4662, 4664, 4665, 4666, 4812
Ostrom v. San Antonio, (34 Tex. 523) ..	5295, 5437
Ostrum v. San Antonio, (20 Tex. Civ. App. 462) ..	5032, 5034
Oswald v. Gosnell, (31 Ky. L. Rep. 1460) ..	1494, 1496, 1497
Oswald v. Grenet, (28 Tex. 94) ..	3299, 3329
Oswald v. Thedinga, (17 Ia. 13) ..	1132, 5297
Oswego v. Anderson, (44 Kan. 214) ..	347, 707
Oswego v. Collins, (28 Hun. N. Y. 171) ..	2287
Oswego Com'rs of Highways v. People, (99 Ill. 537) ..	5292
Otis v. Chicago, (161 Ill. 199) ..	4064
Otis v. De Boer, (116 Ind. 521) ..	4554
Otis v. People, (196 Ill. 542) ..	4922, 5022
Otis v. Stratford, (10 N. H. 252) ..	5094
Otis Steel Co. v. Local Union, (129 Fed. 698) ..	3047
Otos v. Baldwin, (111 U. S. 1) ..	1639, 4820, 4870
Otsego Lake v. Kirsten, (72 Mich. 1) ..	512, 5147
Ott v. Buffalo, (131 N. Y. 594) ..	5747
Ott v. State, (78 Miss. 467) ..	1012, 1214
Ottawa v. Barney, (10 Kan. 270) ..	4412
Ottawa v. Black, (10 Kan. App. 439) ..	5123
Ottawa v. Bodley, (47 Kan. 178) ..	1985
Ottawa v. Carey, (103 U. S. 110) ..	357, 727, 795, 4821
Ottawa v. Chicago, etc. R. Co., (25 Ill. 43) ..	5230
Ottawa v. First Nat. Bank, (105 U. S. 242) ..	4264, 4901
Ottawa v. Free Church, (20 Ill. 423) ..	4419
Ottawa v. Hayna, (114 Ill. App. 31) ..	5727, 5754
Ottawa v. La Salle, (12 Ill. 329) ..	1776
Ottawa v. Macy, (20 Ill. 413) ..	4436, 4472
Ottawa v. Nelson, (19 Kan. 254) ..	4326, 4423
Ottawa v. People, (43 Ill. 228) ..	371, 329, 1483
Ottawa v. Rohrbough, (43 Kan. 262) ..	2698
Ottawa, etc. R. Co. v. Larson, (40 Kan. 261) ..	3316, 3604
Ottendorfer v. Fortunato, (24 Jones & S. 495) ..	4092
Otter v. Barber Asphalt Pav. Co., (30 Ky. L. Rep. 1157) ..	4221
Otterville v. Bente, (Mo. 1912, 144 S. W. 523) ..	2262, 2305
Otting v. Bellevue, (23 Ky. L. Rep. 184) ..	2191
Otto v. Wolf, (108 Pa. St. 608) ..	5721
Ottolengui v. Seattle, (50 Wash. 37) ..	5616
Ottumwa v. ..	1) 1929
Ottumwa v. Co., (119 ..	6, 4727
Ottumwa ..	2, 2421
Ottumwa v. ..	1) 2229
Ottumwa E. ley, (109 Ia. 356) ..	4501
Ouachita v. Wolcott, (103 U. S. 559) ..	4772
Ouachita Packet Co. v. Alken, (121 U. S. 444) ..	389, 392
Ould & Carrington v. Richmond, (33 Gratt. Va. 464) ..	2262, 2266, 2267, 4998
Ouray v. Corson, (14 Colo. App. 245) ..	1292, 1293, 1957
Ouray v. Greer, (108 Fed. 478) ..	4201
Outwater v. Carlstadt, (65 N. J. L. 510) ..	1297, 1298, 1421, 2572
Ouverson v. Grafton, (5 N. D. 281) ..	5621, 5705
Ovens v. Charlotte, (74 S. E. 742) ..	5700
Over v. Greenfield, (107 Ind. 221) ..	578
Overall v. Madisonville, (126 Ky. 624) ..	1045, 2791, 2806, 2808, 2815, 2816, 2840, 2841, 2852, 2854, 2841, 4011, 4622, 4701, 4716, 4742
Overall v. Ruessl, (67 Mo. 203) ..	1712
Overholser v. Oklahoma Inter-urban Traction Co., (Okla. 1911, 119 Pac. 127) ..	2162, 2422
Overhouser v. American Cereal Co., (118 Ia. 417) ..	1240
Overman v. May, (25 Ia. 29) ..	2226, 2227
Overseers of Poor v. Sears, (23 Pick. Mass. 132) ..	246, 271, 289, 344, 962, 1067
Overseers of Poor v. Overseers of Poor, (3 Serg. & R. 117) ..	5094
Overshiner v. Jones, (56 Ind. 452) ..	2675, 4110
Overstreet v. Leves District, (80 Ark. 463) ..	4542
Overton v. Olean, (27 Hun. N. Y. 47) ..	2927
Overton v. Vicksburg, (70 Miss. 558) ..	1077
Owen v. Baer, (154 Mo. 243) ..	463
Owen v. Brookport, (202 Ill. 25) ..	2547, 2799, 2821, 2971, 3292, 3246, 3272
Owen v. Chicago, (53 Ill. 95) ..	2950
Owen v. Ft. Dodge, (98 Ia. 251) ..	5722, 5752
Owen v. New York, (126 N. Y. S. 28) ..	986, 5423, 5661, 5722
Owen v. Seattle, (64 Wash. 10) ..	5723
Owen v. Sioux City, (91 Ia. 190) ..	471, 476, 4236
Owen v. Smith, (81 Barb. N. Y. 641) ..	692, 694
Owen v. Springfield, (33 Mo. App. 557) ..	2151
Owen School Tp. v. Hay, (107 Ind. 251) ..	5026

(References are to Pages.)

Owen v. Tulsa, (27 Okla. 264) ..	2519	Pace v. Webster City, (138 Ia. 107)	5490, 5631
Owen County Fiscal Court v. F. A. Cox Co., (132 Ky. 378) 2202,	2231	Pacific v. Seifert, (79 Mo. 210) ..	1740
Owens v. Andrew County Court, (49 Mo. 372)	5211	Pacific Coast R. Co. v. Porter, (74 Cal. 261)	276
Owens v. Chicago, (162 Ill. App. 196)	5427	Pacific Coast Steamship Co. v. Railroad Com'rs., (U. S. 9 Sawyer, 253)	1692
Owens v. Crossett, (105 Ill. 354) 1992		Pacific Electric R. Co. v. Los Angeles, (154 U. S. 112)	3442
Owens v. Dudley, (162 Cal. 426) 5171		Pacific Electric R. Co. v. Los Angeles, (118 Fed. 746)	3426
Owens v. Kinsey, (7 Jones' Law, 52 N. C. 245)	2170	Pacific Express Co. v. Seibert, (142 U. S. 339)	2264
Owens v. Lancaster, (182 Pa. 257)	3046,	Pacific Imp. Co. v. Clarksdale, (74 Fed. 528)	708, 4863
3051, 5526, 5550, 5560, 5561, 5566		Pacific Junction v. Dyer, (64 Ia. 38)	1679, 2222, 2223, 2224, 3587
Owens v. Marion, (127 Ia. 469) 2667, 4070, ..05, 4439, 4458, 4524		Pacific Paving Co. v. Sullivan Estate Co., (137 Cal. 261)	4003
Owensboro v. Callaghan, (13 Ky. L. Rep. 418)	5026, 5034, 5035	Pacific Paving Co. v. Verso, (12 Cal. App. 362)	4114
Owensboro v. Cumberland Tel. & Tel. Co., (174 Fed. 739)	3401	Pacific P. Telegraph-Cable Co. v. Oregon & C. R. Co., (163 Fed. 967)	3126
Owensboro v. Hope, (33 Ky. L. Rep. 426)	2934, 3921	Pacific R. Co. v. Cass County, (53 Mo. 17)	1780
Owensboro v. Hope, (128 Ky. 524)	3973, 4240, 4341, 4345, 4535	Pacific R. Co. v. Chyrstal, (25 Mo. 544)	4268
Owensboro v. Knox's Administrator, (116 Ky. 451)	5517, 5519	Pacific R. Co. v. Governor, (23 Mo. 353)	1337, 1374, 1448, 5277
Owensboro v. Owensboro Waterworks Co., (191 U. S. 358)	3708	Pacific v. Leavenworth, (Fed. Cas. No. 10,694)	3447, 3504
Owensboro v. Simms, (99 Ky. 49)	1546, 1547, 2108, 2293	Pacific R. Co. v. Watson, (61 Mo. 57)	5004
Owensboro v. Sparks, (99 Ky. 351)	1546, 1564, 1901, 2114	Pacific Sheet Metal Works v. Roeder, (26 Wash. 183) ..	594, 4998
Owensboro v. Sweeney, (129 Ky. 607)	4379	Pacific State Supply Co. v. San Francisco, (171 Fed. 727) 2086,	2201
Owensboro v. Webb, (2 Metc. 59 Ky. 576)	978	Pacific Undertakers v. Widber, (118 Cal. 201)	4688
Owenboro v. Weir, (95 Ky. 158) 2569, 1092		Pack v. New York, (8 N. Y. 222) ..	5486, 5487
Owensboro Gaslight Co. v. Hilderbrand, (19 Ky. L. Rep. 983) 3577, 5393		Pack Woods & Co. v. Greenbush Tp. (62 Mich. 122)	5168
Owensboro Harrison Tel. Co. v. Wisdom, (23 Ky. L. Rep. 97) ..	3578	Packard v. Bergen Neck Ry. Co., (48 N. J. Eq. 281)	4047
Owensboro Water Co. v. Duncan's Adm'x, (32 S. W. Ky. 478)	3597, 3677	Packard v. Hayes, (94 Md. 233) 2622, 2658, 2660, 2666, 2673, 2680, 2734, 5336	
Owensboro Waterworks Co. v. Owensboro, (24 Ky. L. Rep. 2530)	5005	Packard v. Jefferson, (2 Colo. 338)	875, 5313
Owensboro Waterworks Co. v. Owensboro, (25 Ky. L. Rep. 434)	5039	Packard v. Mobile, (151 Ala. 159)	4920
Owensboro Waterworks Co. v. Owensboro, (29 Ky. L. Rep. 1118)	4737, 5337, 5338	Packet Co. v. Catlettsburg, (105 U. S. 559)	839
Owings v. Jones, (9 Md. 108) 1463, 5738		Packet Co. v. Keokuk, (95 U. S. 80)	889, 892, 1438, 4573
Owings v. Speed, (5 Wheat. U. S. 420)	360, 1369	Packet Co. v. St. Louis, (100 U. S. 423)	889, 1438, 1439
Owners of Ground, etc. v. Albany, (15 Wend. N. Y. 374)	3120	Padavano v. Fagan, (66 N. J. L. 167)	1502, 4779
Owners of Lands v. People, (113 Ill. 296)	302, 431, 433	Padden v. New York, (92 N. Y. S. 926)	1001, 5049
Owosso v. Richfield, (80 Mich. 328)	4029	Paddock v. Somes, (102 Mo. 226) 4284	
Oxford v. Benton, (36 N. H. 395)	1869	Paddock v. Somes, (51 Mo. App. 320)	4385
Oxford v. Union Bank, (96 Fed. 293)	2586, 4867	Padleford v. Eagle Grove, (117 Ia. 616)	5723
Oxford v. Alexander, (2 Chest. Co. Rep. Pa. 265)	3952	Paducah, <i>Ex parte</i> , (31 Ky. L. Rep. 170)	414
Oxford v. Willoughby, (181 N. Y. 155)	2983	Paducah, <i>Ex parte</i> , (28 Ky. L. Rep. 412)	3914, 4040, 4056
		Paducah, <i>In re</i> , (125 Ky. 510) 5051	
		Paducah v. Allen, (111 Ky. 361) 5452	
		Paducah v. Evitta, (120 Ky. 444) 1085, 1122	
		Paducah v. Jones, (31 Ky. L. Rep. 1208)	2119
		Paducah v. Paducah Board of Education, (146 Ky. 636)	5042
Pabst Brewing Co. v. Milwaukee, 126 Wis. 110)	4017, 4514, 4520		
Pabst Brewing Co. v. Milwaukee, (148 Wis. 582)	5386		
Pabst Brewing Co. v. Terre Haute, (98 Fed. 330)	1681, 1682		

P

TABLE OF CASES.

6029

(References are to Pages.)

Paducah v. Ragsdale, (122 Ky. 425)	1449, 1482, 1514
Paducah v. Simmons, (144 Ky. 640)	5656, 5659
Paducah Board of Education v. Paducah, (103 Ky. 309)	5048
Paducah Lumber Co. v. Paducah Water Supply Co., (89 Ky. 340)	3597
Paducah Water Supply Co. v. Paducah Lumber Co., (14 Ky. L. Rep. 141)	3597
Pagames v. Chicago, (111 Ill. App. 590) 2000, 2870, 2873, 2912,	5192
Page, <i>Es ports</i> , (49 Me. 344)	3445
Page v. Allen, (58 F. 8)	557
Page v. Baltimore, (1 F. 8)	5193
Page v. Belvin, (88 V. 10)	4225
Page v. Boston, (104 F. 4)	4259
Page v. Chicago (60 F. 3909)	3909
Page v. Hardin, (8 F. 7)	1072
Page v. Los Angeles, (85 Cal. 50)	332, 333, 334, 340
Page v. O'Toole, (144 Mass. 203)	3156, 3158
Page v. St. Louis, (20 Mo. 138)	328, 5040, 5130
Page v. Symonds, (63 N. H. 17)	1937
Page v. W. W. Chase Co., (145 Cal. 578)	4492, 4550
Page v. Weeks, (13 Mass. 199)	794
Pagnacco v. Faber, (221 Pa. 236)	5743
Paige v. Fasackerly, (26 Barb. N. Y. 302)	2159
Paige v. Schenectady R. Co., (176 N. Y. 102)	2159
Paillet v. Youngs, (6 N. Y. S. Ct. 50)	4507
Paine, <i>In re</i> , (28 Hun. N. Y. 431)	2627
Paine v. Boston, (124 Mass. 486)	4636, 4753
Paine v. Delhi, (116 N. Y. 324)	4295, 4303
Paine v. Rochester, (14 N. Y. S. 180)	5423
Paine v. Seattle, (137 Pac. 530)	4595, 4694, 4693
Paine Lumber Co. v. Oshkosh, (39 Wis. 449)	2974, 2981, 3202, 3244
Painter v. Norfolk, (62 Neb. 320)	4651
Painter v. Pittsburg, (46 Pa. 213)	5491
Painter v. St. Clair, (98 Va. 36)	2086
Paladino v. Westchester, (47 Hun. 237)	5457
Palatine v. Kreuger, (121 Ill. 72)	1987, 2824
Palatka Waterworks v. Palatka, (127 Fed. 161)	2728
Palen v. Ocean City, (73 N. J. L. 15)	2784, 3242
Palestine v. Barnes, (50 Tex. 538)	2121
Palestine v. Hassell, (15 Tex. Civ. App. 519)	5678, 5729
Palestine v. Royall, (16 Tex. Civ. App. 36)	4831
Palestine v. Siler, (225 Ill. 630)	3313, 5442, 5669
Palestine v. Siler, (128 Ill. App. 389)	3517
Palestine v. West, (Tex. Civ. App. 3, S. W. 782)	404
Palestine Water & Power Co. v. Palestine, (41 S. W. Tex. 659)	3512
Palestine Water & Power Co. v. Palestine, (91 Tex. 549)	3511
Palladino v. New York, (10 N. Y. S. 66)	4183
Pallager v. Hewitt, (98 Minn. 265)	4115
Palmer v. Chicago, (248 Ill. 201)	3242, 3299
Palmer v. Clinton, (53 Ill. App. 67)	3281
Palmer v. Concord, (48 N. H. 211)	5463
Palmer v. Danville, (166 Ill. 42)	1652, 4346
Palmer v. Danville, (154 Ill. 156)	3584, 3849, 4375
Palmer v. East River Gas Co., (101 N. Y. S. 347) 2280, 3282,	3282, 3243
Palmer v. Foley, (44 How. Pr. N. Y. 308)	1207
Palmer v. Harris, (23 Tex. Civ. App. 340)	3166
Palmer v. Haverhill, (93 Mass. 487)	4129
Palmer v. Helena, (19 Mont. 61)	4720
Palmer v. Helena, (40 Mont. 498)	781, 4600, 4955
Palmer v. Hicks, (6 Johns. N. Y. 123)	595, 885, 1427
Palmer v. Larchmont E. Co., (158 N. Y. 331)	3636, 3647, 3649
Palmer v. Larchmont E. Co., (29 N. Y. S. 532)	2342
Palmer v. New York, (1 Sandf. 4 N. Y. Super. Ct. 318)	1143
Palmer v. Portsmouth, (43 N. H. 265)	5290, 5645
Palmer v. Rich, (12 Mich. 414)	5364
Palmer v. St. Albans, (60 Vt. 437)	5471
Palmer v. Silverhorn, (32 Pa. 68)	3287
Palmer v. Stacy, (44 Ia. 340)	5298
Palmer v. Stumph, (29 Ind. 329)	4206, 4314
Palmer v. Tingle, (55 Ohio St. 423)	1824
Palmer v. Waddell, (22 Kan. 352)	2927
Palmer v. Way, (6 Col. 106)	3220, 4226
Palmyra v. Morton, (25 Mo. 593)	1422, 4459
Pana v. Bowler, (107 U. S. 529)	4, 4801, 4902, 4929
Pancoast v. Troth, (34 N. J. L. 377)	3146, 3895
Paner v. Albrecht, (72 Wis. 416)	1992
Panhandle Tel. & Teleg. Co. v. Amarillo, (Tex. Civ. App. 142 S. W. 628)	2473
Panton v. Duluth Gas & Water Co., (56 Minn. 175)	2731
Paola v. Wents, (79 Kan. 148)	2362, 2365, 2366
Paola Gas Co. v. Paola Glass Co., (56 Kan. 614)	2735
Paola, etc. R. Co. v. Anderson County Com'rs., (16 Kan. 302)	1320
Pape v. New York, etc. R. Co., (77 N. Y. S. 725)	3523
Pappen v. Holmes, (44 Ill. 360)	2055
Papworth v. Fitzgerald, (106 Ga. 578)	1556, 2113
Papworth v. Milwaukee, (64 Wis. 389)	5763
Paragould v. Lawson, (38 Ark. 478)	2317, 2980, 3199, 3275, 3340
Paralee v. Camden, (49 Ark. 165)	1623, 2107
Parchen v. Ashby, (5 Mont. 68)	517
Partridge v. Hyde Park, (131 Ill. 537)	4096
Paret v. Bayonne, (39 N. J. L. 559)	312, 3133, 5153, 5153

(References are to Pages.)

Parfitt v. Ferguson, (38 N. Y. S. 1111)	3672, 3673
Parfitt v. Ferguson, (38 N. Y. S. 466)	3414, 3675
Parfitt v. Ferguson, (159 N. Y. 111)	3413
Paris v. Alfred, (17 Tex. Civ. App. 125)	5549
Paris v. Berry, (2 J. J. Marsh. 483)	3921
Paris v. Brenneman, (Tex. Civ. App. 126 S. W. 58)	4337, 4454
Paris v. Cabiness, (44 Tex. Civ. App. 587) 1012, 1079, 1123, 1130, 1210	
Paris v. Commonwealth, (4 Ky. L. Rep. 597)	5229, 5230, 5231
Paris v. Cracraft, (85 Ill. 294) ..	5189
Paris v. Farmers' Bank of Missouri, (30 Mo. 575)	4993
Paris v. Graham, (33 Mo. 94) ..	1421
Paris v. Jenkins, (57 Tex. Civ. App. 383)	5438
Paris v. Moran, (5 Ky. L. Rep. 383)	5009
Paris v. Sturgeon, (50 Tex. Civ. App. 519) 782, 787, 2570, 3854, 3855	
Paris v. Tucker, (101 Tex. 99) ..	353
Paris Electric Light & Ry. Co. v. Southwestern Tel. & Tel. Co., (27 S. W. 902)	3529
Paris Mountain Water Co. v. Greenville, (53 S. C. 32) 3530, 4223, 4235	
Pariseau v. Board of Education, (96 Mich. 302)	1082
Parish v. Baird, (160 N. Y. 302) 2847, 2858, 2904	
Parish v. St. Paul, (84 Minn. 426)	1207, 1230
Parish v. Stearns, (21 Pick. 148) ..	5280
Parish of Brunswick v. Dunning, 7 Mass. 445)	249
Parish of Orleans v. Cochran, (20 La. Ann. 373)	2225
Parish of Ouachita v. Monroe, (42 La. Ann. 782)	532
Parish in Sutton v. Cole, (3 Pick. Mass. 232)	1302
Park v. Laurens, (68 S. C. 212) ..	2755
Park v. Modern Woodmen of America, (181 Ill. 214)	4605
Park v. Williamsburg, (13 How. Pr. 250)	5186
Park Ave. Sewers, <i>In re</i> , (169 Pa. St. 433)	4403
Park Brothers & Co. v. Sykes, (67 Minn. 153)	4206
Park City Yacht Club v. Bridgeport, (81 Conn. 76)	4379
Park Com'rs. v. Prinz, (127 Ky. 460)	5511
Park Ecclesiastical Soc. v. Hartford, (47 Conn. 89) 3990, 4007, 4391	
Park Ridge v. Reynolds, (74 N. J. L. 449)	5317
Park Ridge v. Robinson, (198 Ill. 571)	4188
Parke v. O'Conner, (86 Ind. 581) ..	2555
Parke v. Seattle, (5 Wash. 1) ..	4242
Parker, <i>In re</i> , (131 U. S. 221) ..	5273
Parker v. Astoria, (25 Ore. 425) ..	1503
Parker v. Atchison, (58 Kan. 29) ..	5553
Parker v. Baker, (1 Clarke Ch. N. Y. 223)	788
Parker v. Bernal, (66 Cal. 13) ..	4558
Parker v. Bernard, (135 Mass. 116)	1461
Parker v. Bournemouth Corp., (86 L. T. N. S. 449)	1592, 1599
Parker v. Buckner, (67 Tex. 20) ..	1654
Parker v. Catholic Bishop of Chicago, (146 Ill. 158) 1338, 2988, 3007, 4060, 4302	
Parker v. Catholic Bishop of Chicago, (41 Ill. App. 74)	2982
Parker v. Challiss, (9 Kan. 155) ..	4123
Parker v. Cohoes, (10 Hun. 531) ..	5715
Parker v. Commonwealth, (178 Mass. 199)	2079
Parker v. Concord, (71 N. H. 468)	1352, 1712, 1725, 2473, 2477, 5314, 5345, 5346, 5347
Parker v. Corbin (149 Ky. 603) ..	4923
Parker v. Dakota Co., (4 Minn. 59)	1125
Parker v. Elmira, etc. R. Co., (165 N. Y. 274)	3441
Parker v. Jeffrey, (26 Ore. 186) ..	4210
Parker v. Kett, (1 Ld. Raym. 658)	1052
Parker v. La Grange, (171 Ill. 344)	4015, 4475
Parker v. Laredo, (9 Tex. Civ. App. 221)	5546
Parker v. Lowell, (11 Gray 353) 5555, 5556, 5559	
Parker v. Macon, (39 Ga. 725) 1991, 5588, 5672	
Parker v. New Brunswick, (30 N. J. L. 395)	3962
Parker v. New Brunswick, (32 N. J. L. 548)	3896
Parker v. Philadelphia, (92 Pa. St. 401)	2619, 2772
Parker v. Philadelphia, (220 Pa. St. 208)	2665
Parker v. Reay, (76 Cal. 103) ..	4502
Parker v. Rutland, (56 Vt. 224) ..	5593
Parker v. St. Paul, (47 Minn. 317)	2977, 3339, 3340
Parker v. Saratoga County, (106 N. Y. 392)	807, 5126
Parker v. Smith, (8 Ill. App. 356) 4909, 4936, 5287	
Parker v. State, (133 Ind. 178) ..	5287
Parker v. Williamsburgh, (13 How. Pr. N. Y. 250)	2596
Parker v. Zelsler, (73 Mo. App. 537)	609, 627, 655, 1510
Parker-Washington Co. v. Clinton, (155 Mo. App. 382)	4555
Parker-Washington Co. v. Corcoran, (150 Mo. App. 188)	4498
Parker-Washington Co. v. Kansas City, (73 Kan. 722) ..	473, 543
Parker-Washington Co. v. Kemper Inv. Co., (143 Mo. App. 244)	4554, 4555
Parker Webb & Co. v. Austin, (156 Mich. 573)	2156, 2159
Parkersburg v. Brown, (106 U. S. 487)	1714, 4821, 4867, 4932
Parkersburg Gas Co. v. Parkersburg, (30 W. Va. 435) 782, 2761, 3414, 3422	
Parkhill v. Brighten, (61 Ia. 103)	5754
Parkhurst v. Capital City R. Co., (23 Or. 471)	516, 3414
Parkinson v. Parker, (85 Pa. St. 313)	4802
Parkinson v. State, (14 Md. 185) ..	1550
Parkland v. Gaines, (88 Ky. 562) ..	4394
Parks v. Atlanta, (76 Ga. 828) ..	1128
Parks v. Boston, (8 Pick. 218) 1531, 4013, 5204, 5211, 5212	
Parks v. Greenville, (44 S. C. 168)	1172, 5394
Parks v. Jacob Dold Packing Co., (6 Misc. Rep. N. Y. 570)	361
Parks v. Ross, (11 How. U. S. 862)	1175

TABLE OF CASES.

6031

(References are to Pages.)

Parks v. Waltham, (120 Mass. 161)	1120	Passaic v. Paterson Bill Posting, etc. Co., (72 N. J. L. 285) 2015, 2019, 2021, 2022	
Parlin v. Mills, (11 Ill. App. 396)	3391	Passaic v. Public Service Corporation, (75 N. J. Eq. 379) 3403, 3512	
Parlin-Orendorf Co. v. Greenville, (127 Fed. 55)	4173	Passaic v. State, (37 N. J. L. 538) 4479	
Parmenter v. Marion, (113 Ia. 297)	5763	Passaic v. Stevenson, (46 N. J. L. 178)	478
Parody v. School Dist. No. 11, (15 Neb. 514)	5339	Passaic Water Co. v. Paterson, (65 N. J. L. 472)	3666
Parr v. Greenbush, (42 Hun. N. Y. 232)	2577	Passenger Cases, (7 How. U. S. 283)	1691
Parr v. Greenbush, (72 N. Y. 463)	1359, 2612, 2631, 2632, 4180	Patapsco Electric Co. v. Baltimore, (110 Md. 306) 2933, 3378, 3775	
Parriott v. Hampton, (134 Ia. 157)	3282, 3302, 3304	Patch v. Covington, (173 Mon. 722)	5062
Parris v. Webb, (17 Ky. L. Rep. 1006)	1150	Patchell v. Raikes, (7 Ont. L. Rep. 470)	1181
Parrish v. Hamilton G. & C. Traction Co., (23 Ohio Cir. Ct. Rep. 527)	3617	Patchin v. Brooklyn, (2 Wend. N. Y. 377)	3926, 4288, 4292
Parrish v. Huntington, (57 W. Va. 286)	5685, 5690, 5757	Patchin v. Brooklyn, (13 Wend. N. Y. 664)	5214
Parrott v. Bridgeport, (44 Conn. 180)	3946, 5268, 5293	Pate v. Jonesboro, (75 Ark. 276) 2119, 2120	
Parrott v. Cincinnati, etc. R. Co., (10 Ohio St. 624)	2945, 2954	Paterson v. Barnett, (46 N. J. L. 62)	1393, 1394, 1476, 4850
Parry v. Berry, (Comyns, 269) 1286		Paterson v. Erie R. Co., (78 N. J. L. 592)	5387
Parsons, <i>Ex parte</i> , (Fed. Cas. No. 10,774)	4953	Paterson v. O'Neill, (32 N. J. Eq. 386)	4494
Parsons v. Atlanta University, (44 Ga. 529)	3272, 3293	Paterson v. Useful Manufactures Society, 24 N. J. L. 385) 274, 293, 299, 351, 353, 354, 380, 488, 491, 596, 608 4413	
Parsons v. Brainard, (17 Wend. N. Y. 522)	1287	Paterson Chronicle Co. v. Paterson, (66 N. J. L. 129) 2652, 5329, 5338	
Parsons v. Breed, (126 Ky. 759) 680, 1006		Paterson Gaslight Co. v. Brady, (27 N. J. L. 245)	3572
Parsons v. Columbus, (50 Ohio St. 460)	3926, 3950	Paterson Ry. Co. v. Grundy, (51 N. J. Eq. 213)	2000, 2946
Parsons v. District of Columbia, (170 U. S. 45) 3846, 4331, 4373, 4374, 4375		Paterson, etc. R. Co. v. Nutley, (72 N. J. L. 123)	4015, 4253
Parsons v. Goshen, (11 Pick. 396) 858, 2953		Paterson, etc. R. Co. v. Paterson, (24 N. J. Eq. 158)	3606
Parsons v. Grand Rapids, (141 Mich. 467)	4001, 4447	Paterson, etc. R. Co. v. Paterson, (72 N. J. L. 112)	3140
Parsons v. Litchfield, (80 Conn. 525)	2847	Paterson, etc. R. Co. v. Paterson, (74 N. J. L. 738)	1341
Parsons v. Manchester, (67 N. H. 163)	5729	Paterson Traction Co. v. Westbrock, (N. J. Ch. 56 Atl. 698) 3432, 3436	
Parsons v. Monmouth, (70 Me. 262)	859, 4531	Patoka Tp. v. Hopkins, (131 Ind. 142)	5577
Parsons v. Northampton, (154 Mass. 410)	5317	Paton v. People, (1 Colo. 77) ..	2202
Parsons v. San Francisco, (23 Cal. 462)	5597	Patrick v. Baldwin, (109 Wis. 342)	5094, 5096, 5097
Parsons v. United States, (167 U. S. 324)	1067, 1213, 1231	Patrick v. Omaha, (Neb. 1901, 95 N. W. 477)	1963
Parsons v. Van Wyck, (67 N. Y. S. 1054)	2542, 2842, 4597	Patrick v. Ruffuers, (2 Rob. Va. 209)	894
Parsons v. Waterville & O. St. Ry. (102 Me. 173)	3617	Patrick v. Young Men's Christian Association, (120 Mich. 185) 3196, 3198, 3205, 3319	
Partridge v. Hyde Park, (131 Ill. 537)	1763	Patterson v. Austin, (15 Tex. Civ. App. 201)	5607, 5682, 5723
Partridge v. Lucas, (99 Cal. 519) 4114, 4129, 4466, 4502		Patterson v. Barber Asphalt Pav. Co., (96 Minn. 9)	5341
Partridge v. Snyder, (78 Ill. 510) 2311		Patterson v. Burlington, (141 Ia. 291)	5347
Parvin v. Wimberg, (130 Ind. 561)	921	Patterson v. Butler, (83 Ga. 606) 5082	
Pasadena v. Pasadena Land etc. Co., (152 Cal. 579)	3917	Patterson v. Chicago, etc. R. Co., (75 Ill. 588)	2936, 2943
Pasadena v. Steimson, (91 Cal. 238)	265, 485, 3091, 3120, 3134	Patterson v. Detroit, etc. Ry., (56 Mich. 172)	1461
Pascault v. Baltimore, (1 Bland. Md. 584, note)	4291, 4293	Patterson v. Johnson, (214 Ill. 481)	2063
Pass Christian v. Fernandez, (Miss. 56 So. 329)	5437	Patterson v. Kentucky, (97 U. S. 501)	1695
Pass Christian v. Washington, (81 Miss. 470)	2756	Patterson v. Macomb, (179 Ill. 163)	3992, 3993
Passaic, <i>In re</i> , (54 N. J. L. 156) 471		Patterson v. Miller, (59 Ky. 493) 922	
Passaic v. Paterson Bill Posting, etc. Co., (71 N. J. L. 75)	2019		

(References are to Pages.)

Patterson v. New Orleans, (20 La. Ann. 108)	2579	Paxson v. Sweet, (18 N. J. L. 196)	1575, 1582, 1923
Patterson v. New York, (1 Paige, 114)	4296, 4469	Paxton v. Borgardus, (201 Ill. 628)	1374, 1396, 4134
Patterson v. Taylor, (98 Ga. 646)	5273, 5291	Paxton v. Bogardus, (188 Ill. 72)	4418, 4419
Patterson v. Taylor, (51 Fla. 275)	1570, 2102	Paxton v. Frew, (52 Ill. App. 393)	5720
Patterson v. Vall, (43 Ia. 142)	1917, 1990, 5292	Paye v. Grosse Pointe, (184 Mich. 524)	513
Patterson v. Wollmann, (5 N. D. 608)	893	Payne v. Commonwealth, (14 Ky. L. Rep. 302)	2426
Pattison v. Yuba, (13 Cal. 175)	4696	Payne v. Kansas City, etc. Ry. Co., (112 Mo. 6)	4221, 4282, 4283, 4286, 5570, 5577
Patton v. Chattanooga, (108 Tenn. 197)	3564, 3565, 5342, 5349	Payne v. Ryan, (79 Neb. 414)	1838
Patton v. New York, El. R. Co., (3 Abb. N. C. N. Y. 306)	1987	Payne v. San Francisco, (3 Cal. 122)	1036
Patton v. Rome, (124 Ga. 525)	2514	Payne v. School District, (87 Mo. App. 415)	5264
Patton v. Springfield, (99 Mass. 627)	3053	Payne v. South Springfield, (161 Ill. 285)	4052, 4071, 4367, 4370, 4465
Patton v. Stephens, (14 Bush. Ky. 324)	864, 5222, 5359, 5366	Payne v. Staunton, (55 W. Va. 202)	1717
Patton v. Vaughan, (39 Ark. 211)	1230	Payne & Dewey v. Treadwell, (16 Cal. 220)	208, 257, 379
Pauer v. Albrecht, (72 Wis. 416)	2932	Payson v. Milan, (144 Ill. App. 204)	4225
Paul, <i>In re</i> , (94 N. Y. 497)	2173	Peabody v. Westerly Water-works, (20 R. L. 176)	3804, 4681
Paul v. Benzle Circuit Judge, (169 Mich. 452)	5301	Peake v. New Orleans, (139 U. S. 342)	4368
Paul v. Burress, (152 Mo. App. 39)	4161	Peake v. New Orleans, (60 Fed. 127)	2491
Paul v. Carver, (24 Pa. St. 207)	2992, 3010	Peake v. Superior, (106 Wis. 403)	5604
Paul v. Conqueror Trust Co., (125 Mo. App. 483)	4143	Peal v. Newark, (66 N. J. L. 265)	1054, 1254
Paul v. Detroit, (32 Mich. 108)	2795, 3039, 3173, 3981	Pearce v. Atwood, (13 Mass. 324)	2300, 5099
Paul v. Gloucester, (50 N. J. L. 585)	299, 453, 488, 492, 1907, 2277	Pearce v. Chicago, (176 Ill. 152)	3150
Paul v. Kenosha, (22 Wis. 266)	4931	Pearce v. Chicago, (169 Ill. 631)	3152
Paul v. New York, (7 Daly. 144)	5134, 5135	Pearce v. Hyde Park, (126 Ill. 287)	4064, 4072, 4073, 4074, 4075, 4430
Paul v. New York, (61 N. Y. S. 570)	4112, 4129, 4622, 5319	Pearce v. Kansas City, (156 Mo. App. 230)	5610, 5766
Paul v. Seattle, (40 Wash. 294)	2578, 2623, 2744	Pearce v. Lancaster, (1 Ky. L. Rep. 412)	5630
Paul v. Virginia, (8 Wall. U. S. 168)	1673, 1688	Pearce, Wheelless & Co. v. Augusta, (37 Ga. 597)	4994
Paul v. Walkerton, (150 Ind. 565)	611, 627, 642, 653, 659	Peard v. Mount Vernon, (31 N. Y. S. 395)	5683
Paul v. Washington, (134 N. C. 363)	2119, 2930	Pearl Street, <i>In re</i> , (111 Pa. 565)	3236
Paulding v. Cooper, (10 Hun. 20)	1173, 1184	Pearsall v. Eaton Co., (74 Mich. 558)	2992
Pauley v. Steam Gauge & L. Co., (131 N. Y. 90)	1757	Pearsall v. Post, (20 Wend. 111)	3209
Paulk v. Sycamore, (104 Ga. 728)	1863	Pearson v. Birmingham, (155 Ala. 631)	5672
Paulk v. Sycamore, (104 Ga. 24)	2447, 2448, 5197, 5193	Pearson v. Casey, (194 Mass. 48)	1251
Paulsen v. El Reno, (22 Okla. 734)	4043, 4296	Pearson v. Chicago, (162 Ill. 383)	2802, 4067
Paulsen v. Portland, (149 U. S. 80)	4328, 4434	Pearson v. Seattle, (14 Wash. 438)	2247, 5129
Paulsen v. Portland, (16 Ore. 450)	3940, 4527	Pearson v. Whitfield, (1888, 52 J. P. 708n)	1594
Paulsen v. Wilton, (78 Conn. 58)	3208	Pearson v. Wimbish, (124 Ga. 701)	1558, 2361
Paulterers v. Phillips, (6 Bingham's N. C. C. P. 314)	1732	Pearson v. Zable, (78 Ky. 170)	4380, 4381
Pause v. Atlanta, (98 Ga. 92)	3127, 4221, 4272	Pease v. Chicago, (21 Ill. 500)	4348, 4351
Pavement, <i>In re</i> , (5 Ohio S. & C. P. Dec. 573)	4297	Pease v. Common Council, (126 Mich. 436)	1119, 1139
Pavey v. Braddock, (170 Ind. 178)	656	Pease v. Lowden, (1 Q. B. 386)	1073
Paving District v. Sisters of Mercy, (86 Ark. 109)	4327, 4328, 4418, 4419	Pease v. Paterson & State Line Traction Co., (69 N. J. L. 165)	3433
Pawhuska v. Pawhuska Oil & Gas Co., (23 Okla. 563)	3379, 3431, 3484	Peasle v. McKean County Poor Dist., (26 Pa. Co. Ct. 428)	5105
Paxon v. Holt, (40 Cal. 468)	1155	Peay v. Schenck, (1 Woolw. C. C. U. S. 175)	1268
Paxon v. Pittsburg, (11 Atl. 678)	3921		

TABLE OF CASES.

6033

(References are to Pages.)

Peck v. Austin, (22 Tex. 261)	206,	
	2139,	5495
Peck v. Baraboo, (141 Wis. 48)	5529,	5530
Peck v. Belknap, (8 N. Y. S. 265)		5339
Peck v. Bernard, (12 Cal. App. 558)		2801
Peck v. Booth, (42 Conn. 271)	1274,	5287
Peck v. Bridgeport, (75 Conn. 417)	3975, 3982, 3983, 4438,	4524
Peck v. Bristol, (74 Conn. 483)	4264,	4270
Peck v. Chicago, (22 Ill. 578)	4847,	4348
Peck v. Elder, (3 Sandf. N. Y. 126)		1943
Peck v. Grand Rapids, (125 Mich. 416)	3044, 4051,	4368
Peck v. Hempstead, (27 Tex. Civ. App. 80)	4812, 4880,	4897
Peck v. Michigan City, (149 Ind. 670)		5563
Peck v. Powell, (62 Vt. 296)		2289
Peck v. Rochester, (3 N. Y. S. 872)		1526
Peck v. Schenectady R. Co., (170 N. Y. 298)		3620
Peck v. Smith, (41 Conn. 442)		5086
Peck v. Spencer, (26 Fla. 28)	4598,	5358
Peck v. Sterling Water Co., (118 Ill. App. 533)		3598
Peck v. Strassforth, (156 Cal. 201)		2801
Peck-Williamson Heating & Ventilating Co. v. Board of Education, (6 Okla. 279)		4742
Peck-Williamson Heating & Ventilating Co., v. Steen School Tp., (30 Ind. App. 637)		2622
Peck and Town of Galt, <i>In re</i> , (46 Up. Can. Q. B. 211)		1459
Peckham v. Henderson, (27 Barb. N. Y. 207)		2972
Peckham v. Watsonville, (138 Cal. 242)	2693,	5371
Pecor v. Oconto, (125 Wis. 335)	5746,	5761
Pedrick v. Bailey, (12 Gray. Mass. 161)	1582,	2006
Pedrick v. Ripon, (73 Wis. 622)		4291
Peed v. Millikan, (79 Ind. 86)		5021
Peek v. Waterloo, (138 Ia. 650)		648
Peel v. Atlanta, (85 Ga. 138)		3102
Peers v. Board of Education, (72 Ill. 508)		230
Peete v. Morgan, (19 Wall. U. S. 581)		1701
Peffer v. Pennsylvania Water Co., (221 Pa. 578)		3583
Pegg v. Columbus, (80 Ohio St. 367)		2031
Peginis v. Atlanta, (132 Ga. 302)		2244
Pegram v. Cleveland County Com'rs., (64 N. C. 557)		1267
Pegram v. New York El. R. Co., (147 N. Y. 135)		2945
Pegues v. Ray, (50 La. Ann. 574)		1675
Peik v. Chicago, etc. R. Co., (94 U. S. 164)		252
Pierce v. Boston, (3 Metc. 520)		5037
Pierson v. Boston Elev. R. Co., (191 Mass. 223)		3627
Pekin v. Brereton, (67 Ill. 477)	3531,	4251
Pekin v. McMahon, (154 Ill. 141)		5504
Pekin v. Reynolds, (31 Ill. 529)	4634, 4764, 4801,	5135
Pekin v. Smelzel, (21 Ill. 464)	1546,	1564
Pelham v. Littlehampton Urban District Council, (63 J. P. 88)		1592
Pelham Manor v. New Rochelle Water Co., (67 Hun. N. Y. 98)		3376
Pell v. Newark, (40 N. J. L. 550)	304,	478
Pell v. Ulmar, (21 Barb. N. Y. 500)		1303
Pella v. Scholte, (21 Ia. 463)		3320
Pelles v. People, (159 Ill. 580)	4478,	4561
Pelletier v. Ashton, (12 S. D. 366)		634
Pells v. Boswell, (8 Ontario Rep. 680)		1459
Pells v. Paxton, (176 Ill. 318)		4044
Pelton, <i>In re</i> , (85 N. Y. 651)		4466
Pelton v. East Cleveland R. Co., (10 Ohio S. & C. P. Dec. 545)	3606,	3613
Pelton v. Crawford County, (10 Wis. 69)		580
Pelton v. Ottawa County, (52 Mich. 517)		640
Pemberton v. Doley, (48 Mo. App. 176)		2818
Pembina Mining Co. v. Pennsylvania, (125 U. S. 181)	1688,	1689
Pembroke v. Huston, (180 Mo. 627)		1789
Pence v. Bryant, (54 W. Va. 268)	2940, 2982, 2985, 2987, 2988,	3293
Pence v. Frankfort, (101 Ky. 534)	599, 663, 665,	1296
Pendergast v. Peru, (20 Ill. 51)	1841, 2386,	2419
Pendleton v. Ferguson, (99 Tex. 296)	4627, 5176,	5370
Pendleton v. Perkins, (49 Mo. 565)	5223,	5227
Penfield v. New York, (101 N. Y. S. 442)		5560
Penhallow v. Doane, (Fed. Cas. No. 10925)		141
Penick v. Foster, (129 Ga. 217)	257, 4579,	5006
Penley v. Auburn, (85 Me. 278)		2581
Penn v. Laredo, (Tex. Civ. App. 26 S. W. 636)		2750
Penn Iron Co. v. Lancaster, (25 Pa. Super. Ct. 478)	2759, 3691,	5192
Pennell's Appeal, (2 Pa. St. 216)		4490
Pennell v. New York, (45 N. Y. S. 229)	2682,	2683
Pennell v. Wilmington, (7 Penn. 329)		5512
Pennie, <i>In re</i> , (108 N. Y. 364)	2632, 2668,	4511
Pennie, <i>In re</i> , (108 N. Y. 364)		4511
Pennie v. Reis, (80 Cal. 266)	423,	1142
Pennie v. Reis, (132 U. S. 464)		1097
Pennington v. Hare, (60 Minn. 146)		921
Penniston v. Newman, (117 Ga. 700)		1867
Pennock v. Hoover, (5 Rawle, 291)		4495
Pennoyer v. Saginaw, (8 Mich. 534)		5448
Pennsylvania Co. v. Chicago, (181 Ill. 289)	2916,	2942
Pennsylvania Co. v. Chicago, (107 Ill. App. 37)		2378
Pennsylvania Co. v. Chicago, (81 Fed. 317)		5466
Pennsylvania Co. v. Cole, (132 Fed. 668)	1301, 4030, 4347,	4480
Pennsylvania Co. v. Frana, (13 Ill. App. 91)	1731,	2377
Pennsylvania Co. v. James, (81 Pa. St. 32 P. F. Smith, 194)		1442

(References are to Pages.)

Pennsylvania Co. v. Stegemeler, (118 Ind. 305)	2099	People v. Adam, (101 N. Y. S. 925)	933
Pennsylvania, etc. Canal Co. v. Board of Com'rs., (27 Ohio St. 14)	446	People v. Adams, (31 Colo. 476) 305, 1215	
Pennsylvania Company v. Plotz, (125 Ind. 26)	3255	People v. Adams, (18 N. Y. S. 443)	4411
Pennsylvania Globe Gas Light Co. v. Scranton, (97 Pa. St. 538)	1502, 1506	People v. Adams, (51 Hun, N. Y. 583)	1227
Pennsylvania Hall, <i>In re</i> , (5 Pa. St. 204)	538	People v. Adams, (125 N. Y. 471)	5027, 5030
Pennsylvania R. Co., <i>In re</i> , (213 Pa. St. 373)	2099	People v. Adams, (133 N. Y. 203)	1223
Pennsylvania R. Co., <i>In re</i> , (49 Atl. 543)	5005	People v. Adams, (9 Wend. N. Y. 333)	1369
Pennsylvania R. Co. v. Edgewood Borough, (220 Penn. 45)	3173	People v. Ahearn, (98 N. Y. S. 492)	1257
Pennsylvania R. Co. v. Hamilton Twp., (67 N. J. L. 477)	3526	People v. Ahearn, (109 N. Y. S. 249) 1815, 2947, 2871, 2874, 2896, 306)	2897
Pennsylvania R. Co. v. Hughes, (191 U. S. 477)	1664, 1695	People v. Ahearn, (110 N. Y. S. 306)	1115
Pennsylvania R. Co. v. James, (6 Leg. Gaz. Pa. 389)	2090	People v. Ahearn, (113 N. Y. S. 876)	1004
Pennsylvania R. Co. v. James, (31 Leg. Int. 372)	2087	People v. Ahearn, (117 N. Y. S. 810)	1211
Pennsylvania R. Co. v. Jersey City, (47 N. J. L. 286)	1748	People v. Ahearn, (196 N. Y. 221)	1004
Pennsylvania R. Co. v. Leuffer, (84 Pa. St. 168)	954	People v. Albany, (4 Hun, N. Y. 675)	2513
Pennsylvania R. Co. v. Montgomery Co. Pass. Ry. Co., (167 Pa. 62)	2883, 3567, 3632	People v. Albany, (11 Wend. N. Y. 539)	5230
Pennsylvania R. Co. v. National Ry. Co., (23 N. J. Eq. 441) ..	3412	People v. Albertson, (55 N. Y. 50)	86, 154, 298, 400, 406, 416, 558, 913, 1533
Pennsylvania R. Co. v. Parkensburg & Co. St. R. Co., (26 Pa. Super. Ct. 159)	3435	People v. Albion Waterworks Co., (121 N. Y. S. 660)	3586
Pennsylvania R. Co. v. Philadelphia, (47 Pa. St. 189)	4604	People v. Aldridge, (43 N. Y. S. 99)	5290
Pennsylvania R. Co. v. Philadelphia Belt Line R. Co., (10 Pa. Ct. 625)	3361	People v. Aldridge, (83 Hun, N. Y. 279)	2707
Pennsylvania R. Co. v. Pittsburgh, (104 Pa. St. 522)	5004	People v. Allegany County Supervisors, (15 Wend. N. Y. 198)	5330
Pennsylvania Co. v. Pittsburgh, (226 Pa. St. 322)	782	People v. Ames, (24 Colo. 422) 4955, 4987	
Pennsylvania R. Co. v. Riblet, (66 Pa. St. 164)	844, 2089	People v. Amsterdam, (90 Hun, N. Y. 488)	1499
Pennsylvania R. Co. v. St. Louis, etc. R., (118 U. S. 316)	5164	People v. Amsterdam, (36 N. Y. S. 64)	5222
Pennsylvania, etc. R. Co. v. Ziemer, (124 Pa. St. 560)	4268	People v. Andrews, (104 N. Y. 570)	986
Pennsylvania Steel Co. v. New York Central R. Co., (191 Fed. 216)	3463	People v. Angle, (109 N. Y. 564)	990, 1609
Pennsylvania Tel. Co. v. Hoover, (209 Pa. St. 555)	3080	People v. Aqueduct Board, (49 Barb. N. Y. 259)	5269
Pennsylvania Water Co. v. Pittsburgh, (226 Pa. St. 624) 661, 3821, 3822		People v. Armbuster, (59 Hun, N. Y. 586)	1070
Penny Pot Landing v. Philadelphia, (16 Pa. St. 79)	3317	People v. Armstrong, (73 Mich. 288) 1416, 1571, 1577, 1578, 1586, 1589, 1595, 1744, 1988, 2025	
Penrose v. Fehr, (113 Mich. 517)	5762	People v. Assessors (137 N. Y. 201)	5266
Penrose v. Ventnor City, (80 N. J. L. 547)	4954, 4966	People v. Assessors of Gravesand, (4 N. Y. S. 85)	4532
Penrose v. Erie Canal Co., (56 Pa. St. 46)	1649	People v. Assessors of Watertown, (1 Hill, N. Y. 616) ... 246, 248	
Pensacola v. Jones, (58 Fla. 208)	5609	People v. Asten, (49 How. Pr. N. Y. 405)	3964
Pensacola v. Louisville, etc. R. Co., (21 Fla. 492)	614, 637	People v. Atchison, T. & S. F. R. Co., (217 Ill. 594)	2985
Pensacola v. Southern Bell Tel. Co., (49 Fla. 161)	1499, 3559	People v. Attorney General, (22 Barb. N. Y. 114)	5239
Pensacola v. Sullivan, (23 Fla. 1)	1797	People v. Attorney General, (67 N. Y. 334)	5239
Pentecost v. Stiles, (5 Okla. 500)	1760	People v. Attorney General, (8 Hun, 334)	5239
Penwarden v. Dunellen, (50 N. J. L. 565)	4489	People v. Attorney General, (41 Mich. 728)	5239
People v. Abbott, (45 Hun, N. Y. 293)	5269	People v. Auburn Fire Com'rs, (50 N. Y. S. 506)	980
People v. Acton, (48 Barb. N. Y. 524)	423, 974	People v. Auburn, (82 N. Y. S. 172)	917, 913
		People v. Auburn, (85 Hun, N. Y. 601)	1222, 1242
		People v. Auditor, (2 Colo. 97)	5280

TABLE OF CASES.

6035

(References are to Pages.)

People v. Auditors of Little Valley, (75 N. Y. 316)	532	People v. Benschel, (106 N. Y. S. 110)	1246
People v. Auditors of Town of New Lots, (34 Hun. N. Y. 336)	5122	People v. Bergen, (6 Hun. N. Y. 267)	4544
People v. Austin, (47 Cal. 353)	4327, 4328	People v. Berkley, (102 Cal. 298)	332, 929
People v. Austin, (11 Colo. 134)	4771	People v. Bingham, (102 N. Y. S. 347)	1206
People v. Ayhens, (85 Cal. 86)	2324	People v. Bingham, (109 N. Y. S. 1111)	1236
People v. Babcock, (114 Cal. 559)	5073	People v. Bingham, (117 N. Y. S. 429)	1254
People v. Bagley, (85 Cal. 343)	305, 309, 728, 1796	People v. Bingham, (121 N. Y. S. 273)	5053
People v. Bailhache, (52 Cal. 310)	1458	People v. Binns, (192 Ill. 68)	637, 639
People v. Baker, (115 Mich. 199)	2230	People v. Birch, (201 Ill. 81)	4039, 4063, 4287
People v. Baker, (83 Cal. 149)	4926, 4658	People v. Bishop, (111 Ill. 124)	4830
People v. Baker, (97 N. Y. S. 453)	1094	People v. Blair, (82 Ill. App. 570)	1010, 1057
People v. Baker, (108 N. Y. S. 969)	1094	People v. Blake, (60 Cal. 497)	3248
People v. Baker, (123 N. Y. S. 493)	1220, 1230, 1247	People v. Blake, (144 Ill. App. 246)	999
People v. Baker, (124 N. Y. S. 1056)	1223	People v. Blake, (49 Barb. N. Y. 9)	423
People v. Baker, (129 N. Y. S. 349)	5053	People v. Bleecker, etc. R. Co., (125 N. Y. S. 1045)	3771
People v. Baker, (134 N. Y. S. 917)	5054	People v. Blocki, (203 Ill. 363)	2925, 3402, 3495
People v. Baldwin, (117 Cal. 244)	1836	People v. Bloomington, (63 Ill. 207)	3948, 5292
People v. Ballhorn, (100 Ill. App. 571)	988, 991, 998	People v. Board, (56 N. Y. S. 334)	4310
People v. Bancroft, (2 Idaho, 1077)	296, 680	People v. Board, (2 How. Pr. N. S. 423)	3997, 3999
People v. Banks, (67 N. Y. 568)	4610	People v. Board of Apportionment and Audit, (52 N. Y. 224)	5137
People v. Barker, (39 N. Y. S. 140)	1224	People v. Board of Assessors, (193 N. Y. 248)	3998
People v. Barker, (37 N. Y. S. 555)	4430	People v. Board of Assessors, (63 N. Y. S. 445)	4071
People v. Barker, (26 N. Y. S. 519)	4532	People v. Board of Auditors, (13 Mich. 233)	828
People v. Barker, (35 N. Y. S. 727)	949, 950	People v. Board of Contract and Apportionment, (2 How. Pr. N. S. 423)	2704
People v. Barnard, (110 N. Y. 548)	3442, 3452	People v. Board of Contract, etc. of Albany, (56 N. Y. S. 334)	4057
People v. Barnes, '44 Hun. N. Y. 574)	5142	People v. Board of Canvassers, (129 N. Y. 360)	408, 412
People v. Barnett Tp., (100 Ill. 332)	1082	People v. Board of Education, (101 Ill. 308)	5248
People v. Barrett, (8 N. Y. S. 677)	1057	People v. Board of Education, (166 Ill. 388)	5077
People v. Barrows, (124 N. Y. S. 270)	3863	People v. Board of Education, (234 Ill. 422)	1935
People v. Bartlett, (67 Cal. 156)	3903	People v. Board of Education, (5 N. Y. S. 392)	2706
People v. Bartlett, (6 Wend. N. Y. 422)	1061	People v. Board of Education, (66 N. Y. S. 963)	5082
People v. Batchelor, (22 N. Y. 128)	917, 1269, 1284, 1311, 1325	People v. Board of Education, (79 N. Y. S. 624)	5084
People v. Batchelor, (28 Barb. N. Y. 310)	1321	People v. Board of Education, (83 N. Y. S. 803)	1257
People v. Batchelor, (53 N. Y. 128)	412, 533, 4650	People v. Board of Education, (3 Hun. N. Y. 177)	5084
People v. Bauer, (103 N. Y. S. 1081)	3418	People v. Board of Education, (84 Hun. N. Y. 417)	1223
People v. Baum, (118 N. Y. S. 3)	1896	People v. Board of Education, (1 Denio, N. Y. 647)	993, 5076
People v. Bay City, (36 Mich. 186)	4627	People v. Board of Excise of N. Y., (3 N. Y. St. Rep. 253)	2291, 2295
People v. Beach, (203 N. Y. 620)	5054	People v. Board of Fire Com'rs, (6 N. Y. St. 658)	1219
People v. Beaubien, (2 Doug. Mich. 256)	3200, 3202, 3286	People v. Board of Health, (33 Barb. N. Y. 344)	1412, 1457, 1516
People v. Beaudry, (91 Cal. 213)	2004, 2929, 3280, 5327	People v. Board of Impt., (43 N. Y. 227)	2660, 2665
People v. Beck, (30 N. Y. S. 473)	2183	People v. Board of Metropolitan Police, (15 Abb. Pr. N. Y. 167)	2059
People v. Bedell, (2 Hill, N. Y. 196)	939	People v. Board of Police Pension Fund Com'rs, (116 Ill. App. 252)	1099
People v. Bender, (36 Mich. 195)	1181		
People v. Bennett, (29 Mich. 451)	152, 286, 293, 302, 325, 327, 328, 337, 351, 353, 602, 605, 615, 630		
People v. Bennett, (83 Mich. 457)	1960, 1962		

(References are to Pages.)

People v. Board of Supervisors, (50 Cal. 561)	532	People v. Brooklyn, (9 Barb. 535)	4532
People v. Board of Supervisors, etc., (45 N. Y. 196)	1719	People v. Brooklyn, (8 Hun, N. Y. 56)	4321
People v. Board of Supervisors, (67 N. Y. 330)	5118	People v. Brooklyn Supervisors, etc., (89 Hun, N. Y. 241)	4087
People v. Board of Supervisors, (73 N. Y. 173)	1719	People v. Brooklyn Supervisors, etc., (35 N. Y. S. 91)	4099, 4100
People v. Board of Supervisors, (131 N. Y. 468)	830	People v. Brown, (83 Ill. 95)	379, 978, 1074
People v. Board of Trustees, (95 Ill. App. 300)	1098, 1099	People v. Brown, (11 Ill. 478)	929
People v. Boland, (71 N. Y. S. 233)	1216, 5081	People v. Brown, (2 Utah, 462)	1861, 2162
People v. Bolte, (71 N. Y. S. 74)	5270	People v. Bruennemer, (168 Ill. 482)	5236
People v. Bond, (10 Cal. 563)	540, 541	People v. Buchanan, (1 Idaho, 681)	1810, 1814, 1831
People v. Booth, (49 Barb. N. Y. 31)	4761	People v. Buffalo, (76 N. Y. 558)	5123, 5161
People v. Boston & Albany R. Co., (70 N. Y. 569)	1768	People v. Buffalo, (140 N. Y. 300)	5286
People v. Bowes-Allegretti Co., (244 Ill. 557)	1615, 1619	People v. Buffalo, (193 N. Y. 248)	4321
People v. Bowman, (247 Ill. 276)	294, 362	People v. Buffalo, (25 N. Y. S. 50)	2677, 2703
People v. Boyd, (132 Ill. 60)	5236	People v. Buffalo, (36 N. Y. S. 191)	4389, 4509
People v. Bradley, (36 Mich. 447)	604	People v. Buffalo, (42 N. Y. S. 545)	997
People v. Brady, (62 N. Y. S. 603)	1250	People v. Buffalo, (52 N. Y. S. 689)	4405, 4462
People v. Brady, (70 N. Y. S. 823)	1211	People v. Buffalo, (65 N. Y. S. 163)	4359, 4360, 4361
People v. Brannon, (126 N. Y. S. 47)	1131	People v. Buffalo, (107 N. Y. S. 689)	4387
People v. Brenham, (3 Cal. 477)	1041	People v. Buffalo, (108 N. Y. S. 331)	1329, 1526
People v. Brennan, (39 Barb. N. Y. 522)	2717, 4589	People v. Buffalo County, (4 Neb. 150)	2660, 2666, 2703
People v. Brennan, (18 Abb. Pr. N. Y. 100)	4160	People v. Bunker, (128 Mich. 160)	1677
People v. Brennan, (30 How. Pr. N. Y. 417)	1115, 1126	People v. Burch, (80 N. Y. S. 274)	1016
People v. Bresler, (171 N. Y. 302)	1293	People v. Burke, (206 Ill. 358)	1494, 1525, 4070, 4071, 4076, 4092
People v. Bridgeman, (218 Ill. 568)	4039	People v. Burnan, (154 Mich. 150)	2046, 2389
People v. Briggs, (50 N. Y. 553)	722	People v. Burr, (13 Cal. 343)	379, 385, 526, 535, 536
People v. Brill, (120 Mich. 42)	1798	People v. Burrell, (36 Colo. 444)	917
People v. Brighton, (20 Mich. 57)	4054, 4055, 4290	People v. Bush, (40 Cal. 344)	5210, 5212
People v. Brinkerhoff, (40 Hun, N. Y. 381)	5033	People v. Busse, (240 Ill. 338)	1901, 2167, 2201, 2236
People v. Brislin, (80 Ill. 423)	4822	People v. Bussell, (59 Mich. 104)	1780
People v. Bristol, etc. Turnpike Road, (23 Wend. N. Y. 222) ..	3505	People v. Butler, (103 N. Y. S. 583)	1229
People v. Broadway R. Co., (9 N. Y. S. 6)	3513	People v. Butler, (107 N. Y. S. 833)	1252
People v. Broadway R. Co., (126 N. Y. 29)	3504	People v. Butler, (108 N. Y. S. 848)	1205
People v. Broadway Wharf Co., (31 Cal. 33)	886, 2480	People v. Butte, (4 Mont. 174)	295, 298, 352, 354
People v. Brookfield, (39 N. Y. S. 673)	1211, 2914	People v. Cady, (2 Hun, N. Y. 224)	4436
People v. Brooklyn, (4 N. Y. 419)	538, 3327	People v. Cahill, (188 N. Y. 489)	1229
People v. Brooklyn, (65 N. Y. 349)	5608	People v. Cairo, (50 Ill. 154)	4636, 5182, 5183
People v. Brooklyn, (77 N. Y. 503)	412, 935, 943, 1002, 1080	People v. Cairo, etc. R. Co., (237 Ill. 312)	5023, 5024
People v. Brooklyn, (111 N. Y. 505)	2556, 5007	People v. Callaghan, (93 Ill. 128)	1036, 1037, 1041
People v. Brooklyn, (149 N. Y. 215)	1067, 1074, 1075	People v. Campagne Generale Transatlantique, (107 U. S. 59) ..	1691
People v. Brooklyn, (152 N. Y. 399)	4602, 5095	People v. Campbell, (2 Cal. 135)	921
People v. Brooklyn, (21 Barb. N. Y. 484)	4359	People v. Campbell, (72 N. Y. 496)	2706, 2707, 5269, 5290
People v. Brooklyn, (22 Barb. N. Y. 404)	3949, 3972, 5292	People v. Campbell, (82 N. Y. 247)	1219
People v. Brooklyn, (23 Barb. N. Y. 180)	1649, 4347		
People v. Brooklyn, (23 Barb. N. Y. 166)	4378, 4380		

TABLE OF CASES.

6037

(References are to Pages.)

People v. Canaday, (73 N. C. 158)	289, 673, 914
People v. Canal Board, (13 Barb. N. Y. 432)	2706
People v. Canal Trustees, (14 Ill. 402)	2212
People v. Cantor, (80 N. Y. S. 172)	1220
People v. Cauty, (55 Ill. 23)	975, 4753, 5051
People v. Carpenter, (1 Mich. 273)	1996, 2374, 2902
People v. Carpenter, (24 N. Y. S. 86)	263, 264, 279, 532, 615, 5242, 5243, 5246, 5253
People v. Carpenter, (52 N. Y. S. 781)	4557
People v. Carpenter (125 N. Y. S. 592)	5052
People v. Carr, (231 Ill. 503) ..	1242
People v. Carrique, (2 Hill, N. Y. 92)	1002
People v. Case, (152 Mich. 28) ..	2119
People v. Casagrande, (37 N. Y. S. 768)	2422
People v. Cayuga County, (50 N. Y. S. 16)	5272
People v. Central, etc. R. Co., (43 Cal. 298)	454
People v. Central Union Tel. Co., (192 Ill. 307)	2478, 2494
People v. Central Union Tel. Co., (122 Ill. 380)	2486, 4770
People v. Chapin, (104 N. Y. 96) ..	5267
People v. Cheritree, (4 Thomp. & C. N. Y. 289)	4592
People v. Chicago, (61 Ill. 17)	279, 298, 412, 506, 511, 527, 532, 552, 1541, 2902, 4922
People v. Chicago, (242 Ill. 561) ..	5054
People v. Chicago, (14 Ill. 416) ..	1251
People v. Chicago Tel. Co., (246 Ill. 121)	2226
People v. Chicago, (256 Ill. 559) ..	5296
People v. Chicago, (121 Ill. App. 206)	1014, 2704
People v. Chicago, (154 Ill. App. 578)	2927, 3007
People v. Chicago Gas Trust Co., (120 Ill. 288)	201, 2652
People v. Chicago, etc. R. Co., (118 Ill. 112)	1641
People v. Chicago, etc. R. Co., (118 Ill. 520)	2295, 2900
People v. Chicago, etc. R. Co., (129 Ill. 297)	6022
People v. Chicago, etc. R. Co., (121 Ill. 463)	644, 657
People v. Chicago, etc. R. Co., (129 Ill. 42)	2012, 2244
People v. Chicago, etc. R. Co., (147 Ill. 453)	1600
People v. Chicago, etc. R. Co., (152 Ill. 100)	5024
People v. Chicago, etc. R. Co., (252 Ill. 191)	4699, 4706, 4717, 4727, 4732
People v. Chicago, etc. R. Co., (18 Ill. App. 125)	1769
People v. Chicago Tel. Co., (220 Ill. 228)	1426, 2266, 2427, 2527, 2629, 2699, 2770
People v. Chicago Tel. Co., (146 Ill. 121)	2234, 2287, 2296, 2518, 2520
People v. Chicago & Texas Railroad Co., (232 Ill. 448)	4752
People v. Chipman, (81 Colo. 90)	1492, 1494
People v. Church, (6 Cal. 76) ..	240
People v. Church, (102 Ill. 202) ..	4029
People v. Clcott, (16 Mich. 232) ..	1022
People v. Cincinnati, etc. R. Co., (262 Ill. 420)	5024
People v. Clipperly, (101 N. Y. 624)	2150
People v. Civil Service B. & B. Boards, (41 Hun. N. Y. 387) ..	411
People v. Clark, (56 Ill. 212)	5222
People v. Clark, (70 N. Y. 512) ..	262
People v. Clark, (58 N. Y. S. 12)	5292
People v. Clark, (52 Barb. N. Y. 171)	4870
People v. Clarke, (174 N. Y. 259) ..	4770
People v. Claverack Excise Com'rs, (25 N. Y. S. 322)	5212
People v. Clayton, (115 Ill. 150) ..	4844
People v. Clean Street Co., (125 Ill. 470)	240, 2020
People v. Cline, (62 Ill. 294)	4874
People v. Clunie, (70 Cal. 504) ..	1770
People v. Clute, (50 N. Y. 451)	922, 924
People v. Coffey, (46 Hun. 160) ..	2461
People v. Coggey, (122 N. Y. App. Div. 262)	412
People v. Cola, (70 Cal. 59)	1511, 1515
People v. Coleman, (4 Cal. 46)	2190, 2220
People v. Coleman, (91 N. Y. S. 422)	1258
People v. Coler, (159 N. Y. 549) ..	1226, 1250
People v. Coler, (166 N. Y. 1)	512, 544, 2122, 2123, 2124, 2054, 4195
People v. Coler, (166 N. Y. 144) ..	2122, 2051
People v. Coler, (172 N. Y. 102)	421, 1071
People v. Coler, (190 N. Y. 262) ..	2444
People v. Coler, (64 N. Y. S. 755)	2021
People v. Coler, (57 N. Y. S. 461)	4162
People v. Coler, (61 N. Y. S. 426)	4266
People v. Coler, (67 N. Y. S. 4117)	4117
People v. Coler, (68 N. Y. S. 4169)	4169
People v. Coler, 68 N. Y. S. 4779)	4779
People v. Coler, (75 N. Y. 4170) ..	4170
People v. Coler, (76 N. Y. S. 1007) ..	1007
People v. Coler, (79 N. 1026)	1222
People v. Coler, (102 N. 587)	2522
People v. Collins, (112 Mich. 406) ..	4202
People v. Collia, (46 N. Y. S. 727) ..	2100
People v. Collia, (46 N. Y. S. 252)	2299
People v. Columbia County Sup'rs, (67 N. Y. 220)	5121
People v. Commissioners of New York City, (6 Hun. N. Y. 109) ..	5014
People v. Common Council, (78 N. Y. 56)	5262
People v. Common Council of Detroit, (28 Mich. 225)	227, 296
People v. Common Council of Kingston, (101 N. Y. 22)	5120
People v. Comptroller of New York, (77 N. Y. 45)	5272, 5284
People v. Comptroller of New York, (20 Wend. N. Y. 595)	925
People v. Conover, (17 N. Y. 84) ..	912
People v. Consolidated Telegraph & Electrical Supply Co., (127 N. Y. 58)	2442
People v. Contra Costa, (122 Cal. 421)	5210
People v. Contracting Board, (27 N. Y. 278)	2704, 2707, 5229, 5220
People v. Cook, (176 Ill. 576)	5276
People v. Cook, (120 Ill. 160) ..	2704

(References are to Pages.)

People v. Cook, (102 N. Y. S. 1037)	1138	People v. De Forest, (82 N. Y. S. 59)	1211
People v. Coon, (25 Cal. 625)	5146	People v. Degnen, (54 Barb. N. Y. 106)	5107, 5110
People v. Cooper, (83 Ill. 585)	497	People v. Delany, (120 App. Div. N. Y. 801)	515, 2992
People v. Cooper, (10 Ill. App. 284)	1179	People v. Delegates of San Francisco Fire Dept. (14 Cal. 479)	1029
People v. Cooper, (57 How. Pr. N. Y. 416)	5222	People v. Dennison, (84 N. Y. 272)	5297
People v. Cooper, (21 Hun. N. Y. 517)	1254	People v. Department of Health, (72 N. Y. 222)	1254
People v. Coronado, (100 Cal. 571)	771		2245
People v. Cotteral, (119 Mich. 27)	4209		1226
People v. Counts, (89 Cal. 15)	1405		
People v. Court Gen. Sessions, (13 Hun. N. Y. 395)	409		2302
People v. Court of Special Sessions, (7 Hun. N. Y. 214)	1452		225
People v. Cox, (76 N. Y. 47)	2354, 2366		1148
People v. Crain, (95 N. Y. S. 906)	2174		3222
People v. Cram, (61 N. Y. S. 858)	1225		3549
People v. Cregier, (138 Ill. 401)	475, 1446, 1522, 1531, 1537, 1709, 1822, 2120		3486
People v. Crissey, (91 N. Y. 616)	974, 975, 990, 1312	People v. Detroit United Ry., (158 Mich. 659)	1644, 2712
People v. Cromwell, (85 N. Y. S. 378)	3522, 2568	People v. Detroit United Ry., (162 Mich. 480)	661, 2692
People v. Croot, (20 Colo. App. 256)	2324	People v. Detroit White Lead Works, (82 Mich. 471)	1865, 1873, 1941, 1945
People v. Croton Aqueduct Bd., (26 Barb. N. Y. 240)	2675, 2704	People v. Devlin, (22 N. Y. 269)	422
People v. Croton Aqueduct Bd., (49 Barb. N. Y. 269)	2492, 5290	People v. De Wolf, (62 Ill. 253)	1274
People v. Crotty, (93 Ill. 180)	825, 1322, 2214, 2215, 26 8, 5271, 5272, 5295	People v. Deyoe, (2 Thomp. & C. N. Y. 142)	4352, 4854
People v. Crowley, (250 Ill. 282)	5240	People v. Diamond, (76 N. Y. S. 67)	1202
People v. Cummings, (166 N. Y. 110)	4417	People v. Diehl, (167 N. Y. 619)	1078
People v. Cunningham, (1 Denio. N. Y. 524)	1992, 2885, 2887	People v. District Court, (8 Colo. 524)	5222
People v. Curley, (5 Colo. 412)	845, 2287, 261	State v. District Court, (57 Minn. 146)	2086
People v. Curley, (99 Mich. 235)	4859	People v. Doane, (17 Cal. 476)	2481
People v. Dakin, (43 Hun. N. Y. 382)	1225	People v. Dobbs Ferry, (71 N. Y. S. 578)	1015, 1299
People v. Dalton, (160 N. Y. 686)	1225	People v. D'Oench, (111 N. Y. 359)	2070, 2079
People v. Dalton, (50 N. Y. S. 1028)	1225	People v. Dooley, (171 N. Y. 74)	492, 421, 912, 920
People v. Dalton, (60 N. Y. S. 909)	1225	People v. Dorsheimer, (55 How. Pr. N. Y. 118)	2622
People v. Dalton, (73 N. Y. S. 198)	1120	People v. Douglass, (195 N. Y. 145)	5064
People v. Dalton, (83 N. Y. S. 821)	1129, 1149	People v. Dowling, (55 Barb. N. Y. 197)	5267
People v. Danville, (147 Ill. 127)	659, 670	People v. Doxsee, (120 N. Y. S. 962)	2531
People v. Davenport, (81 N. Y. 574)	5010	People v. Drainage Dist., (192 Ill. 428)	5246
People v. Davidson, (79 Cal. 166)	2286	People v. Drainage Dist., (31 Ill. App. 219)	5244
People v. Davis, (114 Cal. 362)	1076	People v. Drake, (60 N. Y. S. 309)	1000, 1001, 1002, 1062, 1222
People v. Davis, (61 Barb. N. Y. 456)	1788	People v. Draper, (15 N. Y. 532)	86, 122, 152, 154, 294, 298, 380, 394, 406, 414, 421, 537, 962, 1458, 5242, 5243, 5245
People v. Davis, (79 N. Y. S. 747)	2060	People v. Draper, (25 Barb. N. Y. 344)	974
People v. Davis, (89 N. Y. S. 334)	925	People v. Dreher, (101 Cal. 271)	2926
People v. Dayton, (55 N. Y. 367)	528	People v. Duane, (121 N. Y. 367)	999, 1009
People v. Dean, (122 Cal. 421)	5210	People v. Dunkirk, (22 Hun. N. Y. 7)	4534
People v. Dean, (3 Wend. N. Y. 438)	1022	People v. Dupuyt, (71 Ill. 651)	795, 6074
People v. Decatur, etc. R. Co., (120 Ill. App. 229)	3432, 3432, 3437		
People v. Deehan, (153 N. Y. 528)	3470, 3527, 3528		

TABLE OF CASES.

6039

(References are to Pages.)

People v. Dutcher, (56 Ill. 144)	4667	People v. Fitch, (154 N. Y. 14)	4602
People v. Dutcher, (88 N. Y. 240)	2358, 2371	People v. Fitchie, (76 N. Y. 80)	1501
People v. Dwyer, (Cal. 4 Pac. 451)	2123	People v. Fitzgerald, (41 Mich. 2)	1029, 1032
People v. Dwyer, (90 N. Y. 402)	1534, 5197	People v. Fitzgerald, (89 N. Y. S. 268)	1054
People v. Earl, (42 Colo. 238)	379, 476	People v. Fitzgerald, (180 N. Y. 269)	1041
People v. East Saginaw, (40 Mich. 336)	5284	People v. Fitzsimmons, (68 N. Y. 514)	1019, 1020, 1021
People v. East Saginaw, (33 Mich. 164)	5025	People v. Flagg, (17 N. Y. 584)	5139
People v. Eaton, (46 Cal. 100)	4565	People v. Flagg, (46 N. Y. 401)	532, 3903, 4647, 4976
People v. Eaton, (100 Mich. 208)	3638	People v. Flagg, (5 Abb. Pr. N. Y. 232)	2638
People v. Eberspacher, (79 Hun, N. Y. 410)	2322	People v. Flagg, (16 Barb. N. Y. 503)	4761
People v. Eckerson, (117 N. Y. S. 418)	2935	People v. Flagg, (15 How. Pr. N. Y. 553)	5139
People v. Eddy, (59 Hun, N. Y. 615)	2150	People v. Fleming, (10 Colo. 553)	320, 325, 326, 362, 630
People v. Edgcomb, (98 N. Y. S. 965)	2652, 2703	People v. Flood, (71 N. Y. S. 1067)	1211
People v. Edgewater, (51 How. Pr. N. Y. 280)	4987	People v. Florville, (207 Ill. 79)	4640, 4649, 5022
People v. Edwards, (93 Cal. 153)	1042	People v. Flynn, (111 N. Y. S. 1065)	1206
People v. Ellison, (188 N. Y. 523)	3395	People v. Folks, (85 N. Y. S. 1100)	1211
People v. Ellison, (101 N. Y. S. 55)	3499	People v. Foody, (79 N. Y. S. 240)	1202
People v. Ennis, (188 Ill. 530)	2539	People v. Ford, (163 Mich. 359)	1043
People v. Equity Gas Light Co., (141 N. Y. 232)	2004, 2929	People v. Fornes, (80 N. Y. S. 385)	1031
People v. Errant, (229 Ill. 56)	1094	People v. Fort Edward, (70 N. Y. 28)	4655
People v. Essex County Supervisors, (70 N. Y. 228)	536	People v. Fort Street & E. Ry. Co., (41 Mich. 413)	3462
People v. Evans, (18 Ill. 361)	2298	People v. Fort Wayne & E. Ry. Co., (92 Mich. 522)	3418, 3622, 3772
People v. Fairbury, (51 Ill. 149)	916, 1057, 1324	People v. Franklin, (3 Thomp. & C. N. Y. 794)	4853
People v. Farnham, (35 Ill. 562)	350, 587	People v. Franklin, (5 Lans. N. Y. 129)	4853
People v. Fay, (3 Lans. N. Y. 398)	2686	People v. French, (102 N. Y. 583)	1444, 2125, 2369
People v. Featherstonhaugh, (172 N. Y. 112)	4001, 4003, 4085, 4118, 4287, 4321, 4362	People v. Frink, (32 Mich. 96)	5284
People v. Feltner, (156 N. Y. 694)	1064	People v. Frost, (32 Ill. App. 242)	1321
People v. Feltner, (80 App. Div. N. Y. 241)	1075	People v. Furman, (85 Mich. 110)	1779, 1873
People v. Feltner, (60 N. Y. S. 687)	4994, 5027	People v. Gaffney, (142 App. Div. N. Y. 122)	404
People v. Feltner, (62 N. Y. S. 969)	1225	People v. Galbraith, (163 Mich. 47)	922
People v. Feltner, (69 N. Y. S. 141)	1208, 1223	People v. Garabed, (20 Misc. Rep. N. Y. 127)	2161, 2327
People v. Feltner, (72 N. Y. S. 641)	5030	People v. Gardner, (136 Mich. 693)	1957, 2378, 2415
People v. Feltner, (72 N. Y. S. 1124)	5027	People v. Gardner, (143 Mich. 104)	1527, 1530, 2378, 2409
People v. Fenton & T. R. Co., (252 Ill. 372)	4981, 5023	People v. Garner, (47 Ill. 246)	324, 339, 927
People v. Ferris, (16 Hun, N. Y. 219)	1057	People v. Gartenstein, (248 Ill. 546)	5236
People v. Field, (197 Ill. 568)	4070, 4351, 4353	People v. Gartland, (75 Mich. 143)	5245
People v. Fields, (58 N. Y. 491)	513, 4623, 5136, 5139, 5329	People v. Gary, (196 Ill. 310)	687, 5244
People v. Finger, (24 Barb. N. Y. 341)	3073	People v. Gaus, (169 N. Y. 19)	5001
People v. Finn, (162 Mich. 481)	4208	People v. Geneva, (90 N. Y. S. 275)	1505, 4642
People v. Fire Com'rs, (72 N. Y. 445)	1234	People v. Geneva, (92 N. Y. S. 91)	4650
People v. Fire Com'rs of N. Y., (77 N. Y. 605)	1255	People v. Geneva, etc. Traction Co., (98 N. Y. S. 719)	3532
People v. Fire Com'rs, (73 N. Y. 437)	1067, 1233	People v. Geneva, etc. L. Traction Co., (186 N. Y. 516)	3774
People v. Fire Com'rs, (100 N. Y. 82)	1233, 1249	People v. George, (26 Colo. 475)	2311
People v. Fisher, (20 Barb. N. Y. 652)	2371	People v. Getzendaner, (137 Ill. 234)	4801
People v. Fitch, (41 N. Y. S. 349)	4643	People v. Gibler, (78 Ill. App. 193)	4630

(References are to Pages.)

People v			People v. Green, (52 How. Pr. N.	
364) 14	2221		Y. 440)	2524, 4055
People v	2292		People v. Green, (2 Thomp. &	
People v			C. N. Y. 62)	5127, 5129
369) ..	2654		People v. Greenburgh, (57 N. Y.	
People v	4220		549)	2146
People v	4524		People v. Greene, (64 N. Y.	
People v	4524		600)	5270
People v			People v. Greene, (179 N. Y. 253)	1208
390)	4522		People v. Greene, (181 N. Y.	
People v. Gilon, (18 N. Y. 8.			208)	1097
455)	4522		People v. Greene, (183 N. Y. 422)	1244
People v. Gilon, (14 N. Y. 8.			People v. Greene, (184 N. Y. 565)	1247
76)	4441, 4522, 4524		People v. Greene, (84 N. Y. 8.	
People v. Gilon, (22 N. Y. 8.			484)	1095, 1150
228)	4265		People v. Greene, (85 N. Y. 8.	
People v. Gilon, (41 Hun. N. Y.			360)	1254
510)	4299		People v. Greene, (86 N. Y. 8.	
People v. Gilroy, (40 Hun. N. Y.			222)	1095, 1096
567)	1222		People v. Greene, (87 N. Y. 8.	
People v. Gladwin, (41 Mich.			172)	977, 1264
447)	5253		People v. Greene, (87 N. Y. 8.	
People v. Gleason, (75 Hun. N.			1017)	976, 1261
Y. 572)	1201		People v. Greene, (88 N. Y. 8.	
People v. Gleason, (121 N. Y.			1060)	1246, 1253
621)	2622, 2702		People v. Greene, (89 N. Y. 8.	
People v. Glennon, (74 N. Y. 8.			1067)	1244
784)	5052		People v. Greene, (90 N. Y. 8.	
People v. Glennon, (79 N. Y. 8.			162)	1242
927)	1202		People v. Greene, (90 N. Y. 8.	
People v. Gloversville, (112 N. Y.			222)	1095
8. 387)	2169, 2172		People v. Greene, (90 N. Y. 8.	
People v. Golden Rule, (114 Ill.			194)	1241
24)	5240, 5241, 5242		People v. Greene, (91 N. Y. 8.	
People v. Goldenkrantz, (78 N.			203)	1241
Y. 8. 267)	1005, 1070		People v. Greene, (92 N. Y. 8.	
People v. Goodwin, (5 Wend. N.			720)	1170
Y. 251)	2276		People v. Greene, (12 Barb. N.	
People v. Goosemann, (30 Mich.			Y. 217)	1241
411)	2295		People v. Gregg, (59 Hun. N. Y.	
People v. Gordon, (31 Mich. 206)			107)	411
1953, 1955, 1958	1952		People v. Gresser, (205 N. Y. 24)	2769
People v. Grand Trunk Western			People v. Griesbach, (211 Ill.	
Ry. Co., (222 Ill. 292) 243, 248,			35)	2111
1674, 1704, 1706, 1734, 2913, 2945,			People v. Gross, (122 N. Y. 8.	
People v. Grant, (48 Colo. 150)			135)	2910, 2923
1516, 1519	1516, 1519		People v. Grout, (79 N. Y. 8.	
People v. Grant, (157 Mich. 24)			1027)	5041
2191, 2229, 2230, 2232	2252		People v. Grout, (90 N. Y. 8.	
People v. Grant, (126 N. Y.			122)	1120
473)	2167, 2222, 5270, 5294		People v. Grout, (90 N. Y. 8.	
People v. Grant, (12 N. Y. 8.			261)	1095, 1262
379)	5294		People v. Grover, (202 Ill. 24)	4442
People v. Grant, (21 N. Y. 8.			People v. Guggenheimer, (59 N.	
222)	2422		Y. 8. 912)	4815
People v. Grant, (12 Daly. N. Y.			People v. Gunn, (85 Cal. 238)	
294)	1220		297, 308, 321, 341, 366,	1241
People v. Granville, (104 Ill.			People v. Gunst, (110 Cal. 447)	975
226)	204		People v. Hair, (29 Hun. N. Y.	
People v. Gray, (22 Cal. 125)			125)	2922
People v. Green, (158 Ill. 594)			People v. Hall, (8 Colo. 425)	4771
People v. Green, (56 N. Y. 476)			People v. Hall, (58 How. Prac.	
People v. Green, (58 N. Y.			N. Y. 147)	1034
295)	1002, 1002, 2295		People v. Hall, (50 N. Y.	
People v. Green, (64 N. Y.			117)	1022, 1023
499)	2462, 2471		People v. Ham, (69 N. Y. 8.	
People v. Green, (64 N. Y. 606)			283)	1249
People v. Green, (82 N. Y. 8.			People v. Ham, (166 N. Y.	
460)	2540, 2544, 2092		477)	1014, 1072
People v. Green, (85 App. Div.			People v. Hamilton, (24 Ill. App.	
N. Y. 400)	2019		609)	296
People v. Green, (83 Barb. N. Y.			People v. Hammond, (66 Cal.	
280)	522		654)	1042, 1060
People v. Green, (3 Hun. N. Y.			People v. Hanifan, (6 Ill. App.	
208)	4625, 5122		158)	1021
People v. Green, (3 Hun. N. Y.			People v. Hanifan, (96 Ill. 420)	
755)	5226		1001, 1072, 1079,	1022
People v. Green, (6 Hun. N. Y.			People v. Harker, (197 Ill. 409)	627
11)	4622		People v. Hannibal, (65 Hun. N.	
People v. Green, (50 How. Pr.			Y. 414)	5142
N. Y. 600)	2702		People v. Hannon, (59 Hun. N.	
			Y. 617)	411

TABLE OF CASES.

6041

(References are to Pages.)

People v. 611) ..		People v. Hill, (7 Cal. 97)	
1778, 1		379, 596, 685, 912, 1068	
1898, 2	2370	People v. Hills, (36 N. Y. 449) ..	464
People v. 340		People v. Hills, (193 Ill. 281) ..	4075
People v. 556		People v. Hillsdale & Chatham	
People v. 4667		Turnpike Co., (2 Johns. N. Y.	
People v. 523		190)	1730
People v. 1302		People v. Hoffman, (116 Ill.	
People v. Harris, (4 Cal. 9) 2476,	2883	587)	475, 490, 490, 492, 493
People v. Harris, (202 Ill. 273)		People v. Hoffman, (90 N. Y. 8.	
1717, 2391, 2908		184)	1211
People v. Harrison, (185 Ill.		People v. Hoge, (55 Cal. 612) 305,	747
307)	1780, 1781	People v. Holladay, (25 Cal.	
People v. Harrison, (191 Ill.		300)	1542
357)	1435, 1809	People v. Holladay, (93 Cal.	
People v. Harshaw, (60 Mich.		241)	267, 2002, 6198
200)	1031, 1284	People v. Hollihan, (29 Mich.	
People v. Harvey, (52 Cal. 237)	340	116)	604, 5243
People v. Haskell, (5 Cal. 257) ..	917	People v. Holly, (119 Mich.	
People v. Hatch, (1 Thomp. & C.		637)	812, 853, 1902
N. Y. 113)	4854	People v. Homer, (188 N. Y.	
People v. Havemeyer, (47 How.		533)	1014
Pr. N. Y. 494)	526	People v. Horton, (34 N. Y. 8.	
People v. Haverstraw, (22 App.		943)	1967
Div. N. Y. 231)	1119	People v. Howland, (155 N. Y.	
People v. Haverstraw, (137 N. Y.		270)	564
38)	3909, 4057	People v. H	
People v. Hawa, (26 Barb. N. Y.		(19 Abb.	
59)	4761	People v. ..	
People v. Haws, (27 Barb. N. Y.		Y. 89) ..	4853
440)	501, 523	People v.	
People v. Hayden, (133 N. Y.		110) ..	4852
193)	1223	People v.]	
People v. Hayden, (27 N. Y. 8.		638)	1111
881)	5212	People v.	
People v. Hayes, (94 N. Y. 8.		71)	4627
764)	1259	People v.]	4859
People v. Hayes, (122 N. Y. 8.		People v.	
104)	5055	44)	
People v. Hayt, (7 Hun. N. Y.		151, 203,	
39)	424	378, 384,	
People v. Hazelwood, (116 Ill.		405, 406,	
319)	476, 482, 597	445, 502,	972
People v. Healy, (231 Ill. 829)		People v.]	2277
1207, 1213		People v.	
People v. Head, (25 Ill. 325) 5279,	5280	Y. 116) ..	4854
People v. Health Department,		People v.	
(189 N. Y. 187)	5294	1032)	1255
People v. Hecht, (105 Cal.		People v. H	1359
621)	307, 1047, 1049, 1050	People v.	
People v. Heidelberg Garden Co.,		1)	6229
(233 Ill. 290)	1814	People v. I	515
People v. Helmel, (154 Ill. App.		People v. I	
449)	5240	723)	1014
People v. Hennessey, (234 Ill. 14)	4500	People v. Iverson, (14 N. Y. Cr.	
People v. Hennessey, (121 N. Y.		Rep. 155)	3222, 2359
8. 327)	4611	People v. Jackson, (92 Ill.	
People v. Henry, (62 Cal. 557)	414	441)	4649, 1111
People v. Henshaw, (76 Cal.		People v. Jackson, (7 Mich.	
436)	515,	482)	1982, 2783
316, 471, 485, 728, 1778, 1780,	2288	People v. Jackson, (8 Mich.	
People v. Henshaw, (61 Barb. N.		110)	3426, 2450
Y. 409)	4820, 4854	People v. Jackson, (85 N. Y.	
People v. Herbel, (96 Ill. 384) ..	3219	541)	5140
People v. Herlihy, (73 Hun. N.		People v. Jackson & Michigan P.	
Y. 8. 236)	976, 1203	R. Co., (9 Mich. 285)	1894
People v. Herring, (30 Colo.		People v. James, (16 Hun. N. Y.	
445)	920, 1019, 1054, 1058, 1210	426)	2264
People v. Hertle, (60 N. Y. 8.		People v. Jarvis, (46 N. Y. 8.	
28)	1208, 1227	596)	2145, 2192
People v. Hibernia Savings &		People v. Jenkins, (125 N. Y. 8.	
Loan Society, (84 Cal. 624)		817)	2229, 2223
2976, 3312		People v. Jenkins, (1 Hill. N. Y.	
People v. Higgins, (15 Ill. 110)		469)	1702
1067, 1220		People v. Jeroloman, (129 N. Y.	
People v. Highland Park, (83		14)	5267
Mich. 652) ..	672, 683, 997, 1042, 1051	People v. Jerome, (72 N. Y. 8.	
People v. Highway Com'rs, (116		306)	1111
Ill. 239)	5292	People v. Joba, (7 Colo. 475) ..	1779
People v. Highway Com'rs, (53		People v. Johnson, (110 Ill.	
Barb. N. Y. 70)	2985	587)	4772, 5271, 5283, 5284
		People v. Johnson, (237 Ill.	
		237)	2985, 3299, 3312

(References are to Pages.)

People v. Johnson, (86 Mich. 175)	2046	People v. Kingston, etc. Road Co., (23 Wend. N. Y. 193)	3505
People v. Johnson, (2 Parker, Cr. Rep. N. Y. 322)	2369	People v. Kipley, (167 Ill. 638)	1073
People v. Jones, (137 Ill. 35)	5244	People v. Kinley, (171 Ill. 44)	404, 1225
People v. Jones, (254 Ill. 521)	5186	People v. Kirk, (119 N. Y. S. 862)	3098
People v. Jones, (6 Mich. 176)	515, 3245, 3279	People v. Klehm, (238 Ill. 89)	4253
People v. Joyce, (246 Ill. 124)	1609	People v. Klokke, (92 Ill. 134)	5283
People v. Judge of Recorder's Ct., (40 Mich. 64)	3989	People v. Knapp, (4 N. Y. S. 825)	1016
People v. Justices, (74 N. Y. 406)	2323, 2358, 2362	People v. Knopf, (171 Ill. 191)	4983
People v. Kalloch, (60 Cal. 116)	1199	People v. Knopf, (183 Ill. 410)	434, 1048
People v. Kane, (61 N. Y. S. 632)	1203	People v. Knopf, (186 Ill. 457)	4984
People v. Kane, (161 N. Y. 380)	4614	People v. Knopf, (198 Ill. 340)	5287
People v. Kankakee, etc. R. Co., (218 Ill. 588)	5024	People v. Knox, (166 N. Y. 444)	1094
People v. Kearney, (74 N. Y. S. 391)	1227	People v. Knox, (73 N. Y. S. 361)	1164, 1257
People v. Keating, (168 N. Y. 390)	1717, 2914, 3403	People v. Knox, (75 N. Y. S. 896)	1152
People v. Keating, (67 N. Y. S. 413)	3539	People v. Koch, (2 N. Y. St. 110)	1233
People v. Keating, (71 N. Y. S. 97)	2874	People v. Lacombe, (99 N. Y. 43)	1010
People v. Keeler, (29 Hun, N. Y. 175)	564	People v. Ladd, (47 Cal. 603)	4028
People v. Keeper of Prison, (190 N. Y. 31)	2031	People v. Lahr, (71 Hun, N. Y. 271)	986
People v. Keeper of Prison, (121 App. Div. N. Y. 645)	1829	People v. Laidlaw, (120 Mich. 358)	4209
People v. Keir, (78 Mich. 98)	1444, 1452, 1492, 1516, 1749, 1984, 2132, 2136, 2146	People v. Lake County Sup'rs, (33 Cal. 487)	451
People v. Kellar, (61 N. Y. S. 746)	1019	People v. Lake Erie, etc. R. Co., (167 Ill. 283)	4990
People v. Keller, (158 N. Y. 187)	1063	People v. Lambier, (5 Denio, N. Y. 9)	2801
People v. Kelley, (5 Abb. N. C. N. Y. 383)	3890, 4185	People v. Langdon, (40 Mich. 673)	938
People v. Kellogg, (67 Hun, N. Y. 546)	3312	People v. LaRue, (67 Cal. 526)	252, 348, 366
People v. Kelly, (76 N. Y. 475)	409, 2464, 4593, 4597, 4600, 4610	People v. Latham, (203 Ill. 9)	1759, 1795, 4050, 4053, 4443
People v. Kelly, (76 N. Y. 488)	903	People v. Lathrop, (142 N. Y. 113)	1063
People v. Kennedy, (89 N. Y. S. 603)	3466	People v. Lathrop, (19 How. Pr. N. Y. 358)	4767
People v. Kent, (160 Ill. 655)	2689, 2701	People v. Law, (22 How. Pr. N. Y. 109)	2937
People v. Kent, (151 Mich. 134)	1757, 2341, 2396	People v. Lawrence, (41 N. Y. 137)	1484
People v. Kent, (83 App. Div. N. Y. 554)	1066	People v. Lawrence, (94 N. Y. S. 820)	5204
People v. Kerber, (152 Cal. 731)	2971, 2972	People v. Lawrence, (36 Barb. N. Y. 177)	4350
People v. Kerr, (37 Barb. N. Y. 357)	2822, 3363	People v. Lawson, (36 Colo. 442)	917
People v. Kerr, (27 N. Y. 188)	524, 2831, 5592	People v. Lease, (248 Ill. 187)	596, 5240, 5241
People v. Kilbourn, (68 N. Y. 479)	1055	People v. Leavitt, (41 Mich. 470)	2439
People v. Kilduff, (15 Ill. 492)	1025, 1388, 5279, 5280, 5305	People v. Lee, (112 Ill. 113)	1493, 4949, 5022
People v. King, (110 N. Y. 418)	1885	People v. Leonard, (84 N. Y. S. 341)	4264
People v. King, (13 App. Div. N. Y. 400)	404	People v. Lewis, (86 Mich. 273)	1446, 1605, 1965, 1973
People v. Kings County Sup'rs, (12 Misc. Rep. 187)	534, 2695	People v. Lindblom, (215 Ill. 58)	1014, 1206
People v. Kingman, (24 N. Y. 559)	2783, 2785, 3146	People v. Linden, (107 Cal. 94)	324, 332, 338, 590, 592, 1405
People v. Kings County, (42 Hun, N. Y. 458)	5289	People v. Lindenthal, (173 N. Y. 524)	1225, 1258
People v. Kings County Sup'rs, (33 N. Y. S. 602)	5096	People v. Lindsley, (37 Colo. 476)	1006, 1010
People v. Kingston, (189 N. Y. 66)	4124	People v. Lippincott, (67 Ill. 333)	2297
People v. Kingston, (65 N. Y. S. 590)	4386	People v. Liscomb, (6 Thomp. & C. N. Y. 258)	2324
People v. Kingston, (99 N. Y. S. 657)	4412	People v. Lister, (93 N. Y. S. 880)	1045
		People v. Little, (86 Mich. 125)	2031, 2090
		People v. Littleton, (96 N. Y. S. 444)	3369, 3426
		People v. Lochner, (177 N. Y. 145)	2179

TABLE OF CASES.

6043

(References are to Pages.)

People v. Loeffler, (175 Ill. 585)	404, 1225	People v. McAdoo, (90 N. Y. S. 669)	1166
People v. Loehfeldt, (102 N. Y. 1)	2257	People v. McAdoo, (95 N. Y. S. 400)	1094
People v. Lohnas, (8 N. Y. S. 104)	4532, 4532	People v. McAdoo, (96 N. Y. S. 362)	1094
People v. Londoner, (12 Colo. 802)	497, 1029	People v. McAdoo, (96 N. Y. S. 568)	970, 1100
People v. Long Beach, (155 Cal. 604)	611, 637	People v. McAdoo, (99 N. Y. S. 224)	1092, 1257
People v. Los Angeles, (122 Cal. 338)	610, 649	People v. McAdoo, (102 N. Y. S. 656)	1206
People v. Los Angeles, (154 Cal. 220)	611	People v. McAdoo, (105 N. Y. S. 599)	1246
People v. Lothrop, (24 Mich. 235)	42	People v. McAdoo, (110 N. Y. S. 140)	1252, 1256
People v. Lothrop, (3 Colo. 428)	4942	People v. McAdoo, (181 N. Y. 548)	952
People v. Love, (19 Cal. 676)	570	People v. McAllister, (N. Y. 188)	1, 1221
People v. Low, (77 N. Y. S. 661)	1227	People v. McBride, (22 N. Y. 357)	1, 4717
People v. Lowber, (7 Abb. Pr. N. Y. 188)	2131	People v. McCann, (24 N. Y. 97)	1, 2441
People v. Lowber, (28 Barb. N. Y. 65)	2132, 2132, 2458, 5227	People v. McClave, (38 N. Y. 88)	1064
People v. Loynton, (147 Cal. 774)	222, 340	People v. McClave, (122 N. Y. 512)	1222
People v. Lynch, (51 Cal. 16)	152, 409, 422, 522, 1522, 2904, 4090, 4462, 4462	People v. McClintock, (48 Cal. 11)	2458, 2664
Peters v. Lynchburg, (76 Va. 927)	4958	People v. McConnell, (146 Ill. 522)	5272
People v. Mable, (72 Hun. N. Y. 485)	616	People v. McCooy, (91 N. Y. S. 426)	922
People v. Macomb County v. Supervisors, (2 Mich. 475)	323	People v. McCreery, (34 Cal. 422)	4942
People v. Madison, (125 Ill. 234)	1272	People v. McCue, (172 N. Y. 247)	4847, 5020
People v. Mahaney, (12 Mich. 481)	224, 414, 415, 552, 4977, 4978	People v. McCue, (76 N. Y. S. 485)	4509
People v. Maher, (9 N. Y. S. 124)	4212, 4216	People v. McDonald, (208 Ill. 628)	5247
People v. Maher, (9 N. Y. S. 94)	4085	People v. McDonald, (69 N. Y. 362)	2900
People v. Mangold, (71 Mich. 226)	2296	People v. McDonald, (69 N. Y. 362)	462, 942, 2900
People v. Manhattan Gaslight Co., (45 Barb. N. Y. 126)	2577, 2580	People v. McElroy, (242 Ill. 574)	4952, 5021
People v. Marin County, (102 Cal. 223)	2195	People v. McFadden, (66 Cal. 446)	431
People v. Marley, (2 Wheeler Cr. Cas. N. Y. 74)	2070	People v. McFadden, (81 Cal. 489)	267, 275, 304
People v. Marquis, (192 Ill. 277)	230, 222, 421, 622, 622	People v. McFall, (124 Ill. 642)	5240, 5241
People v. Marsh, (47 N. Y. S. 295)	5235	People v. McGuire, (124 N. Y. S. 552)	1015
People v. Martin, (19 Colo. 585)	996, 1249	People v. McGuire, (60 N. Y. S. 520)	5049
People v. Martin, (224 Ill. 224)	4171, 4559	People v. McKee, (68 N. C. 429)	555
People v. Martin, (6 N. Y. 22)	1226, 1226	People v. McKinney, (52 N. Y. 274)	405, 1037
People v. Martin, (62 Barb. N. Y. 670)	5206	People v. MacLean, (68 Hun. N. Y. 152)	1225
People v. Marx, (99 N. Y. 277)	1694, 2125	People v. McNamara, (142 Mich. 71)	2926
People v. Mather, (4 Wend. N. Y. 229)	2271	People v. McWethy, (165 Ill. 222)	1792
People v. Mathewson, (47 Cal. 442)	240	People v. McWethy, (177 Ill. 224)	4022, 4499, 4564
People v. Matteson, (17 Ill. 107)	1742	People v. McWilliams, (185 N. Y. 92)	933, 1092, 5201
People v. Mattimore, (45 Hun. N. Y. 448)	1989	People v. McWilliams, (91 App. Div. N. Y. 176)	2026
People v. Maxton, (129 Ill. 306)	929, 1707	People v. McWilliams, (106 N. Y. S. 459)	1155
People v. Maxton, (28 Ill. App. 162)	1205	People v. Mead, (24 N. Y. 114)	520, 4842, 4874, 4922, 4874
People v. Maxwell, (169 N. Y. 602)	963	People v. Mead, (36 N. Y. 224)	4874
People v. Maxwell, (79 N. Y. S. 174)	1155	People v. Medberry, (39 N. Y. S. 207)	2275
People v. May, (9 Colo. 404)	4712	People v. Meech, (101 Ill. 200)	472
People v. May, (3 Mich. 598)	997	People v. Mellen, (22 Ill. 181)	269, 371, 1422, 1424
People v. Mayer, (84 N. Y. S. 817)	1204		
People v. Maynard, (15 Mich. 452)	242, 245, 247, 251, 1720, 5243		

(References are to Pages.)

People v. Merrick, (61 Hun. N. Y. 396)	1042, 1044	People v. Mount Vernon, (128 N. Y. 657)	1036
People v. Metropolitan Police Board, (19 N. Y. 188)	993	People v. Muh, (92 N. Y. S. 22)	4231, 4265
People v. Metropolitan Telephone & Teleg. Co., (31 Hun. N. Y. 596)	2937, 5199	People v. Mulholland, (82 N. Y. 324)	2144, 2231
People v. Metz, (193 N. Y. 148)	2183, 2764	People v. Muller, 96 N. Y. 408)	2127
People v. Metz, (61 Misc. Rep. N. Y. 863)	407	People v. Munroe, (Cal. 33 Pac. 776)	4759
People v. Metz, (100 N. Y. S. 913)	2573	People v. Murphy, (195 N. Y. 126)	1589, 1895, 1896, 2019
People v. Metz, (104 N. Y. S. 649)	3011	People v. Murphy, (72 N. Y. S. 473)	5294
People v. Metz, (104 N. Y. S. 1115)	4603	People v. Murray, (15 Cal. 221)	1057
People v. Metz, (107 N. Y. S. 970)	5295	People v. Murray, (57 Mich. 396)	1370, 1493, 1827, 1840
People v. Metzker, (47 Cal. 524)	1031	People v. Murray, (70 N. Y. 521)	936, 1019, 1020
People v. Meyers, (57 Hun. N. Y. 587)	1226	People v. Murray, (73 N. Y. 535)	694, 711, 1089
People v. Middleton, (28 Cal. 603)	938	People v. Murray, (5 App. Div. N. Y. 288)	944
People v. Miller, (24 Mich. 458)	1125	People v. Mutual Gas Light Co., (38 Mich. 154)	1730, 3447
People v. Miller, (38 Hun. N. Y. 82)	2108, 2315, 2379, 2383, 2401	People v. Myers, (126 N. Y. 639)	4639
People v. Miller, (68 Misc. Rep. N. Y. 445)	536	People v. Nagle, (1 Cal. 232)	2220
People v. Milliken, (97 N. Y. S. 223)	5223	People v. National Construction Co., (159 Mich. 133)	4205
People v. Mills, (32 Hun. N. Y. 459)	1351	People v. Neff, (158 N. Y. 701)	5030
People v. Mirck, (31 N. Y. 539)	1371	People v. Neff, (45 N. Y. S. 102)	5009
People v. Mitchell, (35 N. Y. 539, 785, 4625, 4852)	3691	People v. Nellson, (48 How. Pr. N. Y. 454)	985, 1085
People v. Monroe, (79 N. Y. S. 956)	3691	People v. Nelson, (133 Ill. 565)	267
People v. Monroe, (81 N. Y. S. 972)	4420	People v. Nevada, (6 Cal. 143)	325, 328
People v. Monroe, (82 N. Y. S. 603)	1084	People v. Neville, (109 N. Y. S. 640)	1094, 5054
People v. Monroe, (83 N. Y. S. 382)	1986, 1119, 1137	People v. New, (214 Ill. 387)	334
People v. Monroe, (83 N. Y. S. 995)	3655	People v. New Rochelle, (31 N. Y. S. 592)	4434
People v. Monroe, (89 N. Y. S. 929)	1257	People v. New Rochelle, (45 N. Y. S. 836)	5026
People v. Monroe, (90 N. Y. S. 907)	1259	People v. New York City, (77 N. Y. 45)	4635
People v. Monroe, (94 N. Y. S. 366)	1256	People v. New York, (82 N. Y. 491)	1230
People v. Monroe County Court, (93 N. Y. S. 452)	1145	People v. New York, (83 N. Y. S. 800)	1226
People v. Mooney, (38 N. Y. S. 495)	2711	People v. New York, (114 N. Y. S. 312)	3688
People v. Moore, (73 Ill. 132)	5240, 5241	People v. New York, (118 N. Y. S. 742)	3078
People v. Moore, (79 N. Y. S. 7)	1024	People v. New York, (11 Abb. Pr. N. Y. 114)	837
People v. Morgan, (65 Barb. N. Y. 473)	4874	People v. New York, (18 Abb. N. C. N. Y. 123)	1993
People v. Morrell, (21 Wend. N. Y. 575)	1042	People v. New York, (5 Barb. N. Y. 43)	912, 1728, 4017, 4230
People v. Morris, (13 Wend. 325)	5, 72, 208, 258, 274, 380, 528, 597, 722, 765, 3903	People v. New York, (32 Barb. N. Y. 35)	1533, 1721
People v. Morrow, (181 Ill. 315)	636	People v. New York, (32 Barb. N. Y. 102)	5196
People v. Morton, (49 N. Y. S. 760)	1259	People v. New York, (7 How. Pr. N. Y. 81)	1810, 1815, 1819
People v. Mosher, (61 N. Y. S. 452)	1014	People v. New York, (20 How. Pr. N. Y. 144)	2820
People v. Mosler, (112 N. Y. S. 307)	2541	People v. New York, (43 How. Pr. N. Y. 412)	1150
People v. Mott, (1 How. Pr. N. Y. 247)	1386	People v. New York, (2 Hill. N. Y. 9)	4533
People v. Mount, (87 Ill. App. 194)	1781	People v. New York, (16 Hun. N. Y. 309)	1207, 1230
People v. Mount, 186 Ill. 560)	723, 1283, 1393, 1394, 1396, 1397, 1402, 1415, 1416, 1454, 1759, 1796, 2213	People v. New York, (19 Hun. N. Y. 441)	1219, 1254
People v. Mount Vernon, (59 Hun. N. Y. 204)	1037	People v. New York, (20 Hun. N. Y. 73)	4532
		People v. New York, (52 Hun. N. Y. 483)	1222
		People v. New York Board of Assessors, (53 How. Pr. N. Y. 280)	5286

TABLE OF CASES.

6045

(References are to Pages.)

People v. New York Board of Health, (83 Barb. N. Y. 344)	1919	People v. Owen, (116 N. Y. S. 502)	2236
People v. New York Fire Com'rs., (73 N. Y. 437)	952, 1238	People v. Owens, (29 Colo. 535)	5257
People v. New York Fire Com'rs., (12 Hun, N. Y. 500)	1235	People v. Owens, (231 Ill. 311)	4515
People v. New York Fire Com'rs., (23 Hun, N. Y. 317)	801, 963	People v. Owens, (96 N. Y. S. 1054)	4635
People v. New York Fire Com'rs., (17 Jones & S. N. Y. 369)	1234	People v. Page, (6 Utah, 353)	315, 316, 318
People v. New York Gaslight Co., (64 Barb. N. Y. 55)	1943	People v. Palmer, (38 N. Y. S. 231)	4025
People v. New York Police Com'rs., (93 N. Y. 97)	5048	People v. Palmitter, (128 N. Y. S. 426)	1985
People v. New York, etc. R. Co., (45 Barb. N. Y. 73)	517	People v. Parks, (58 Cal. 624)	366
People v. New York, etc. R. Co., (11 Hun, N. Y. 287)	2302	People v. Parmenter, (158 N. Y. 385)	4805, 4816, 4824, 4826
People v. New York, etc. Ry. Co., (22 Hun, N. Y. 95)	5370	People v. Partridge, (172 N. Y. 305)	1097
People v. New York State Board of Tax Com'rs., (199 U. S. 48)	5010	People v. Partridge, (77 N. Y. S. 691)	1095
People v. New York Suburban Water Co., (56 N. Y. S. 364)	3773, 3781	People v. Partridge, (78 N. Y. S. 249)	1004, 1013, 1024, 1062
People v. Newman, (96 Cal. 605)	980	People v. Partridge, (79 N. Y. S. 722)	1101
People v. Nibbe, (150 Ill. 269)	597	People v. Partridge, (79 N. Y. S. 724)	1209
People v. Nichols, (52 N. Y. 478)	943	People v. Partridge, (82 N. Y. S. 109)	1133
People v. Nichols, (79 N. Y. 582)	1254, 5212	People v. Partridge, (83 N. Y. S. 705)	1206, 1244
People v. Nichols, (58 How. Pr. N. Y. 200)	1253	People v. Partridge, (84 N. Y. S. 487)	1248
People v. Niebruegge, (244 Ill. 82)	379, 682, 685	People v. Partridge, (84 N. Y. S. 779)	1253
People v. Niles, (35 Cal. 282)	899	People v. Partridge, (85 N. Y. S. 853)	1094
People v. Nolan, (101 N. Y. 539)	1163	People v. Partridge, (87 N. Y. S. 19)	1254
People v. North, (72 N. Y. 124)	1057, 1059	People v. Partridge, (88 N. Y. S. 657)	1253
People v. North River Sugar Refining Co., (121 N. Y. 582)	243	People v. Partridge, (38 Misc. Rep. N. Y. 697)	411
People v. North Tonawanda, (126 N. Y. S. 186)	3778	People v. Patton, (223 Ill. 379)	4353
People v. Northern Cent. R. Co., (164 N. Y. 289)	1717	People v. Pease, (27 N. Y. 45)	1335
People v. Norton, (7 Barb. N. Y. 477)	5294	People v. Peck, (76 N. Y. S. 328)	1247, 1251
People v. Nostrand, (46 N. Y. 378)	1051, 1302	People v. Peck, (62 Barb. N. Y. 545)	872, 4849
People v. Nyland, (41 Cal. 129)	2288, 2426	People v. Peck, (4 Lans. N. Y. 528)	4852, 4853, 4854
People v. Oakland, (123 Cal. 598)	678	People v. Pederson, (220 Ill. 554)	365, 5035
People v. Oakland, (92 Cal. 611)	265, 586, 609, 767, 771, 1798, 1802, 5247, 5249	People v. Penn Yan, (37 N. Y. S. 535)	5136
People v. Oakland Board of Education, (54 Cal. 375)	5210	People v. Peoria, (166 Ill. 517)	1730, 5247
People v. Oakley, (87 N. Y. S. 856)	1076	People v. Peoria, etc. R. Co., (116 Ill. 410)	1448, 4991, 5020
People v. O'Brien, (38 N. Y. 193)	464	People v. Perry, (79 Cal. 105)	981, 1055
People v. O'Brien, (111 N. Y. 1)	694, 1647, 1768, 1770, 3486	People v. Peyton, (214 Ill. 376)	3955, 4023
People v. O'Brien, (122 N. Y. S. 25)	1215	People v. Phalen, (49 Mich. 492)	2295
People v. O'Donnell, (183 N. Y. 9)	5023	People v. Phillips, (85 N. Y. S. 200)	4223, 4264, 4602, 4611
People v. O'Donnel, (202 N. Y. 319)	5005	People v. Pierce, (64 Misc. Rep. N. Y. 627)	3887
People v. O'Donnell, (94 N. Y. S. 884)	5028	People v. Pierce, (83 N. Y. S. 79)	1898, 2047, 2389
People v. Ogden, (84 N. Y. S. 73)	1164	People v. Pierce, (119 N. Y. S. 21)	4024
People v. Oliver, (1 Thomp. & C. N. Y. 570)	4853	People v. Pinckney, (82 N. Y. 377)	425, 943, 944, 5045, 5050, 5051
People v. Omaha, (2 Neb. 166)	5223	People v. Pike, (197 Ill. 449)	318, 321, 334, 570, 571
People v. Ontario, (148 Cal. 625)	610, 614, 649, 650	People v. Pitt, (169 N. Y. 521)	4455, 4459
People v. Oran, (121 Ill. 650)	5166	People v. Pittsburg, etc. R. Co., (244 Ill. 166)	2976, 3009
People v. Orange County R. C. Co., (175 N. Y. 84)	2182	People v. Platt, (117 N. Y. 159)	991
People v. Orr, (22 Colo. 142)	980	People v. Pollon, (16 Abb. N. C. N. Y. 119)	1016
People v. Oulton, (28 Cal. 44)	1058		

(References are to Pages.)

People v. Police Board, (24 How. Pr. N. Y. 481)	1553	People v. Reed, (81 Cal. 70) 3273, 3280, 3302, 3314	
People v. Police Board, (75 N. Y. 38)	939, 1139	People v. Relcherter, (112 N. Y. S. 936)	1410
People v. Police Board, (108 N. Y. 475)	976	People v. Relly, (38 Hun, N. Y. 429)	1385, 1386
People v. Pontiac, (185 Ill. 437)	4528	People v. Relis, (96 N. Y. S. 597)	4331, 4534
People v. Pope, (53 Cal. 437, 2971)	1031	People v. Rendleman, (250 Ill. 289)	5240
People v. Port Huron, (41 Mich. 2)	1031	People v. Reynolds, (10 Ill. 1) 854, 608	
People v. Port Huron Board of Education, (39 Mich. 635) ..	5073	People v. Rhodes, (231 Ill. 270)	1297
People v. Port Jervis, (100 N. Y. 283)	3990	People v. Rich, (54 Cal. 74)	3390
People v. Porter, (6 Cal. 26) 1077, 1082		People v. Ricketts, (248 Ill. 428) 3203, 3211, 3212	
People v. Porter, (90 Hun, N. Y. 401)	1211, 1246	People v. Rigney, (63 Cal. 296)	4989
People v. Potter, (35 Cal. 110) ..	2313	People v. Riordan, (73 Mich. 508)	5243
People v. Powell, (127 Ill. App. 614)	1222, 1243, 5053	People v. Riverside, (70 Cal. 461) 294, 337, 599, 601	
People v. Powers, (108 Mich. 339)	4209	People v. Riverside, (66 Cal. 288) 297, 321, 366	
People v. Pratt, (129 N. Y. 68) 1571, 1939		People v. Robb, (126 N. Y. 180) 1063, 1067, 1224, 1230	
People v. Pratt, (22 Hun, N. Y. 300)	1862	People v. Roberts, (148 N. Y. 360)	404
People v. Prendergast, (128 N. Y. S. 1082)	4594, 4625	People v. Robbins, (95 N. Y. S. 901)	1119
People v. Prendergast, (129 N. Y. S. 428)	4223	People v. Roby, (52 Mich. 577) 2395, 2398	
People v. Prendergast, (202 N. Y. 188)	4223, 4601, 4611	People v. Rochester, (126 N. Y. 621)	1222
People v. Prendergast, (208 N. Y. 1)	5281	People v. Rochester, (44 Hun, N. Y. 166)	1575, 2043, 2161
People v. Prillen, (173 N. Y. 67) ..	2073	People v. Rochester, (45 Hun N. Y. 102)	2155, 2157
People v. Prospect Park Com'rs., (58 Barb. N. Y. 638)	2544	People v. Rochester, (5 Lana. N. Y. 11) 1270, 1345, 1346, 2976, 4062, 4371	
People v. Public Park Commissioners, (60 How. Pr. N. Y. 130)	1233	People v. Rochester, (5 Lana. N. Y. 142)	1324, 4534
People v. Public Service Commission, (203 N. Y. 299)	3475	People v. Rochester, (21 Barb. N. Y. 656) 3987, 3993, 4307, 4320, 4516, 4532	
People v. Public Service Commission, (128 N. Y. S. 384) ..	3533	People v. Rochester, (8 N. Y. St. 291)	2161
People v. Public Service Commission, (122 N. Y. S. 641) ..	3372	People v. Rock Island, (215 Ill. 488)	2974, 2977, 3568
People v. Pueblo, (2 Colo. 360) ..	875	People v. Rodgers, (118 Cal. 393) 922, 1057	
People v. Purdy, (130 N. Y. S. 1077)	3177	People v. Roff, (3 Parker Cr. Rep. N. Y. 216)	1933
People v. Purroy, (56 Hun, N. Y. 650)	1212	People v. Roosevelt, (168 N. Y. 488)	1251, 1256
People v. Queens' Borough, (105 N. Y. S. 637)	1211, 1229	People v. Rosenberg, (67 Hun, N. Y. 52)	1883, 1889
People v. Queens County, (153 N. Y. 370)	1533	People v. Rosenberg, (138 N. Y. 410) 1609, 1740, 1889, 1917, 1919, 1943	
People v. Queens County, (1 Hill N. Y. 195)	5222, 5330	People v. Runkle, (9 Johns. N. Y. 147)	572
People v. Queens County Supervisors, (62 Hun, N. Y. 619) ..	3899	People v. Russell, (74 Cal. 578)	1522
People v. Queens County Supervisors, (112 N. Y. 585)	514	People v. Russell, (49 Mich. 617)	2230
People v. Quinn, (143 Ill. App. 123)	2704	People v. Ryall, (58 Hun, N. Y. 235)	1203
People v. Rains, (20 Colo. 489) 2206, 2211		People v. St. Clair, (30 Mich. 388)	4631
People v. Ransom, (56 Barb. N. Y. 514)	967, 1083	People v. St. Lawrence, (5 Cow. N. Y. 292)	5286
People v. Raymond, (37 N. Y. 428)	423	People v. St. Louis, (10 Ill. 351)	1990
People v. Raymond, (114 N. Y. S. 365)	1205	People v. Sacramento, (6 Cal. 422)	1545
People v. Read, (100 N. E. 230) ..	4042	People v. Sagne, (74 N. Y. S. 161)	1254, 1257
People v. Reardon, (184 N. Y. 431)	1664	People v. Salem, (20 Mich. 452) 4830, 4971	
People v. Reclamation Dist., (53 Cal. 346)	253	People v. Salomon, (46 Ill. 415) 4007, 5270	
People v. Reclamation Dist., (130 Cal. 607)	1730	People v. Salomon, (51 Ill. 37) 267, 320, 4982, 4983	
People v. Rector, etc. (48 Barb. N. Y. 603)	1292, 1294, 1297	People v. Salt Lake City, (23 Utah, 13)	4693
People v. Redfield, (83 N. Y. S. 373)	1070		

TABLE OF CASES.

6047

(References are to Pages.)

People v. San Diego, (85 Cal. 269)	473	People v. Sherman, (72 N. Y. S. 718)	5221
People v. San Francisco, (4 Cal. 127)	5191	People v. Simia, (18 App. Div. N. Y. 199)	404, 1237
People v. San Francisco, (11 Cal. 206)	526	People v. Sisson, (77 N. Y. S. 376)	3630
People v. San Francisco, (31 Cal. 666)	5173	People v. Sloan, (30 N. Y. S. 742)	1557, 2306
People v. San Francisco, (27 Cal. 655)	5146	People v. Smith, (131 Mich. 70)	363
People v. San Francisco, (36 Cal. 595)	5293	People v. Smith, (146 Mich. 193)	2425, 2432, 2443
People v. San Francisco, (42 Cal. 91)	3966	People v. Smith, (147 Mich. 391)	1671, 2263
People v. San Francisco Fire Dent., (14 Cal. 479)	5045	People v. Smith, (156 Mich. 173)	2037
People v. San Francisco, etc., R. Co., (35 Cal. 806)	492	People v. Smith, (46 N. Y. 773)	4852, 4853
People v. Sands, (1 Johns. N. Y. 75)	3034	People v. Smith, (55 N. Y. 135)	4603
People v. Santa Anna, (67 Ill. 57)	4674	People v. Smith, (3 Lana. N. Y. 291)	4863
People v. Saratoga Springs, (54 Hun. N. Y. 16)	1016	People v. Smithville, (35 Hun. N. Y. 114)	1399
People v. Saratoga Springs, (39 N. Y. S. 607)	1243	People v. Smyth, (28 Cal. 31)	1115, 1125
People v. Saratoga Springs, etc., (56 N. Y. S. 445)	2196, 2346	People v. Snedeker, (160 N. Y. 359)	337
People v. Sawyer, (52 N. Y. 296)	4854	People v. Snyder, (94 N. Y. 541)	4, 1016
People v. Scannell, (160 N. Y. 103)	1223	People v. Soura, (31 Col.)	453
People v. Scannell, (171 N. N. Y. 560)	1119	People v. Spencer, (55 N. Y.)	4853
People v. Scannell, (49 N. Y. S. 1698)	5049	People v. Sperry, (116 C.)	3269
People v. Scannell, (62 N. Y. S. 950)	1074, 1237	People v. Spring Valley, (169)	2, 6263
People v. Scannell, (70 N. Y. S. 983)	1236, 1239	People v. Springfield, (61)	5349
People v. Scannell, (71 N. Y. S. 383)	1014	People v. Springwells Town-ship Board, (35 Mich. 153)	564
People v. Scannell, (77 N. Y. S. 704)	1221, 1243	People v. Squire, (107 N. Y. 593)	3546
People v. Scannell, (80 N. Y. S. 655)	1247, 1243	People v. Squire, (42 N. Y. S. 1)	1237
People v. Scannell, (82 N. Y. S. 263)	1199	People v. Stanford, (77 Cal. 360)	366, 3475
People v. Schenectady, (120 N. Y. S. 621)	1339	People v. Starke, (31 Hun. N. Y. 354)	1233
People v. Schen, (167 N. Y. 292)	1007, 1069	People v. Starkweather, (10 Jones & S. N. Y. 325)	1146
People v. Schneider, (129 Mich. 473)	2030, 2035	People v. Starnes, (35 Ill. 121)	1360
People v. School Trustees, (86 Ill. 613)	663	People v. Starr, (60 Ill. 52)	2386
People v. School Trustees, (78 Ill. 186)	273	People v. State Board, (110 Ill. 160)	2764
People v. Schoonover, (62 N. Y. S. 186)	5030	People v. State Board, (129 N. Y. 360)	1000
People v. Schoonover, (166 N. Y. 429)	5026	People v. State Board, (174 N. Y. 417)	403
People v. Schroeder, (74 N. Y. 166)	1498, 1500, 1503	People v. State Board of Tax Com'rs., (174 N. Y. 417)	3363, 3365
People v. Schroeder, (13 Hun. N. Y. 413)	1091, 1393	People v. State Racing Commis-sion, (190 N. Y. 211)	5294
People v. Scully, (53 N. Y. 125)	3167, 5291	People v. State T Mich. 499)	50, 4971
People v. Seaman, (69 N. Y. S. 56)	4669, 4813	People v. Steele, ()	7, 2376
People v. Second Judicial Dist. Ct., (23 Colo. 328)	2277	People v. Stein, ()	58, 2371
People v. Sergeant, (8 Cow. N. Y. 139)	2115, 2194	People v. Stephens, ()	99, 263
People v. Severance, (125 Mich. 556)	3946	People v. Stephens, ()	36, 2712
People v. Shaw, (13 Ill. 531)	5236	People v. Stevens, ()	3372
People v. (54 N. Y. S. 215)	5003, 5210	People v. Stevens, (51 How. Pr. N. Y. 103)	424, 912
People v. Shellenberg, (117 N. Y. S. 320)	3644	People v. Stevens, (5 Hill. N. Y. 416)	1051
People v. Shepard, (36 N. Y. 355)	414, 416	People v. Stevens, (13 Wend. N. Y. 341)	1873, 1876
		People v. Stewart, (73 N. Y. S. 478)	1075, 1253
		People v. Stillings, (78 N. Y. S. 323)	4266
		People v. Stillings, (119 N. Y. S. 299)	4323, 4322, 4351, 4611
		People v. Stillings, (131 N. Y. S. 13)	3101

(References are to Pages.)

People v. Stillings, (123 N. Y. S. 394)	4264, 4271	People v. Taxewell County, (22 Ill. 147)	4634
People v. Stillings, (124 N. Y. S. 929)	4265	People v. Terry, (108 N. Y. 1)	2298
People v. Stockwell, (66 Misc. N. Y. 2)	1061	People v. Thompson, (155 Ill. 451)	1392
People v. Stout, (19 How. Pr. N. Y. 171)	1067	People v. Thompson, (119 Mich. 21)	4201
People v. Stout, (23 Barb. N. Y. 349)	325	People v. Thompson, (94 N. Y. 451)	1219, 1241
People v. Stout, (23 Barb. N. Y. 338)	4109, 5284	People v. Thompson, (99 N. Y. 641)	2707, 5269, 5290
People v. Stover, (130 N. Y. S. 92)	2843, 2938, 2939, 2947	People v. Thompson, (25 Barb. N. Y. 73)	5269
People v. Stowell, (9 Abb. N. C. 456)	1019, 1021, 1022, 1038, 1267, 1349	People v. Thompson, (65 How. Pr. N. Y. 407)	3647
People v. Strack, (1 Hun, N. Y. 96)	1285	People v. Thompson, (26 Hun, N. Y. 28)	1225, 1233
People v. Stratton, (80 N. Y. S. 279)	1014, 1016, 1017	People v. Thompson, (32 Hun, N. Y. 93)	5291
People v. Stratton, (28 Cal. 382)	288, 935, 961, 1401	People v. Thompson, (33 Hun, N. Y. 661)	2676
People v. Stratton, (33 Colo. 464)	334, 335, 5257	People v. Thornton, (186 Ill. 162)	5240, 5241
People v. Sturgis, (175 N. Y. 470)	945	People v. Throop, (12 Wend. N. Y. 183)	1583, 1596
People v. Sturgis, (176 N. Y. 563)	981	People v. Thurber, (13 Ill. 554)	1673, 2190, 2207, 2208
People v. Sturgis, (77 N. Y. S. 1008)	1229	People v. Tieman, (8 Abb. Pr. N. Y. 359)	1057
People v. Sturgis, (78 N. Y. S. 1037)	1259	People v. Tieman, (30 Barb. N. Y. 193)	1058, 1061, 1124
People v. Sturgis, (79 N. Y. S. 640)	1095, 1223	People v. Toal, (85 Cal. 333)	1049, 2288
People v. Sturgis, (80 N. Y. S. 194)	1205	People v. Township Board, (11 Mich. 23)	1106
People v. Sturgis, (84 N. Y. S. 403)	1211	People v. Transit Development Co., (115 N. Y. S. 297)	1914
People v. Sturgis, (86 N. Y. S. 687)	1243, 1247, 1248	People v. Treasurer, (24 Mich. 468)	1338
People v. Sturgis, (88 N. Y. S. 631)	1206, 1248	People v. Tremain, (68 N. Y. 628)	1054
People v. Sturgis, (96 N. Y. S. 1046)	1247, 1248	People v. Troy, etc. R. Co., (37 How. Pr. N. Y. 427)	5269
People v. Sturtevant, (9 N. Y. 263)	1534, 1535, 5196	People v. Trustee, (78 Ill. 136)	5073
People v. Suburban R. Co., (178 Ill. 594)	1717, 3366, 3446, 3570, 3773	People v. Trustees of Brooklyn Bridge, (55 Hun, N. Y. 606)	1052
People v. Suffern, (68 N. Y. 321)	4852	People v. Tully, (95 N. Y. S. 916)	1094
People v. Superior Court, (55 Ill. App. 376)	5189	People v. Turner, (55 Ill. 280)	5108, 5110
People v. Superior Court, (19 Wend. N. Y. 68)	1267	People v. Underhill, (144 N. Y. 316)	2785, 3277
People v. Sutter Street R. Co., (117 Cal. 604)	3368, 3504, 3511	People v. Upham, (221 Ill. 555)	5029
People v. Supervisors Queens Co., (131 N. Y. 468)	828	People v. Utica, (7 Abb. N. C. N. Y. 414)	4479
People v. Sutton, (34 N. Y. S. 487)	1259	People v. Utica, (65 Barb. N. Y. 9)	4814
People v. Swanson, (79 N. Y. S. 924)	1014, 1717	People v. Utica Ins. Co., (15 Johns. N. Y. 351)	787, 1281, 3361
People v. Swift, (28 Cal. 397)	4527	People v. Van Alstyne, (3 Keyes N. Y. 35)	3208
People v. Syracuse, (63 N. Y. 291)	1302, 4387	People v. Van Anden, (116 Mich. 654)	1010
People v. Syracuse, (78 N. Y. 56)	3150, 5267, 5285, 5286	People v. Van Cleve, (183 Ill. 330)	5275
People v. Syracuse, (144 N. Y. 63)	4151, 4168, 4194	People v. Van Houten, (69 N. Y. St. 265)	2310, 2321, 2359, 2388
People v. Syracuse, (20 N. Y. S. 236)	4153	People v. Van Houten, (35 N. Y. S. 186)	2308, 2317, 2361, 2363, 2364, 2409
People v. Syracuse, (63 N. Y. S. 878)	3996, 3997, 4001	People v. Van Houten, (13 Misc. Rep. N. Y. 603)	2161
People v. Syracuse, (20 How. Pr. N. Y. 491)	3949, 5292	People v. Van Nort, (64 Barb. N. Y. 205)	1776, 2633, 3905
People v. Syracuse, (2 Hun, N. Y. 433)	4420	People v. Van Nort, (65 Barb. N. Y. 331)	2643, 4129
People v. Tax Commissionera, (174 N. Y. 417)	420	People v. Van Siclen, (43 Hun, N. Y. 537)	5084, 5085
People v. Tax Commissionera, (17 Abb. N. C. N. Y. 376)	4393	People v. Van Tassel, (135 N. Y. 638)	1353
People v. Tax Commissionera, (9 Hun, N. Y. 609)	4534	People v. Van Tassel, (19 N. Y. S. 643)	1355

TABLE OF CASES.

6049

(References are to Pages.)

People v. Van Valkenburgh, (63 Barb. N. Y. 105)	4608	People v. Whitney's Point, (102 N. Y. 81)	4077
People v. Van Wart, (25 Misc. Rep. N. Y. 215)	1064	People v. Whitney Point, (32 Hun, N. Y. 508) 2807, 2976, 2992, 2993, 4062	
People v. Van Wyck, (59 N. Y. S. 134)	4144	People v. Whittet, (91 N. Y. S. 675)	983
People v. Van Wyck, (157 N. Y. 495)	5267	People v. Wiant, (48 Ill. 262) 925, 929	
People v. Vandecarr, (80 N. Y. S. 1108)	2152, 2238	People v. Wieboldt, (233 Ill. 572) 2987, 2988, 2991, 3005	
People v. Vanderbilt, (26 N. Y. 287)	884	People v. Wilber, (198 N. Y. 1)	2227
People v. Vanderbilt, (38 Barb. N. Y. 282)	3329	People v. Williams, (56 Cal. 647)	253
People v. Vinton, (82 Mich. 39) 2380, 2435		People v. Williams, (64 Cal. 87)	1405
People v. Voorhis, (131 Mich. 398)	1677	People v. Williams, (64 Cal. 498)	3310
People v. Wabash R. Co., (256 Ill. 329)	5025	People v. Williams, (51 Ill. 57)	3117
People v. Wagner, (86 Mich. 594) 1481, 2159		People v. Williams, (145 Ill. 573)	1035
People v. Waite, (213 Ill. 421)	5245	People v. Williams, (189 N. Y. 131)	2181
People v. Walker, (23 Barb. N. Y. 304)	1267, 1320	People v. Willis, (39 N. Y. S. 987) 2685, 2694	
People v. Walker, (9 Mich. 328)	1386	People v. Willis, (41 N. Y. S. 168)	2912
People v. Walker, (4 Thomp. & C. N. Y. 638)	4850	People v. Willison, (237 Ill. 584) 1741, 2209, 3258, 4034, 4067	
People v. Walsh, (96 Ill. 232)	513	People v. Wilson, (15 Ill. 388)	2301
People v. Warden, (144 N. Y. 529)	2259	People v. Wilson, (8 Ill. App. 368)	5178
People v. Waring, (40 N. Y. S. 275)	1211, 1227	People v. Wilson, (119 N. Y. 515)	4478
People v. Warren, (14 Ill. App. 296)	2598	People v. Wilson, (16 N. Y. S. 583)	2034, 2035
People v. Weber, (89 Ill. 347) 1022, 1398, 2603		People v. Wilson, (94 N. Y. S. 544)	1014, 1016
People v. Weber, (164 Ill. 412) 4551, 4556, 4557		People v. Wilson, (46 Hun, N. Y. 134)	4623
People v. Weber, (222 Ill. 180) 340, 341		People v. Wilson, (50 Hun, N. Y. 606)	4089
People v. Webster, (90 N. Y. S. 723)	1252	People v. Wilson, (62 Hun, N. Y. 618)	2893
People v. Weiss-Chapman Drug Co., (5 Colo. App. 153)	2383	People v. Wintermute, (1 Dak. 63)	1738
People v. West, (106 N. Y. 298) 1609, 2150		People v. Wolverine Mfg. Co., (141 Mich. 455)	2910, 3281
People v. Wells, (176 N. Y. 462)	1255	People v. Wong Wang, (92 Cal. 277)	2295
People v. Wells, (79 N. Y. S. 723)	1208	People v. Wood, (4 Parker Cr. Rep. N. Y. 144)	403, 1199, 1203
People v. Wells, (83 N. Y. S. 789)	1206, 1230, 1246, 1255	People v. Wood, (71 N. Y. 371) 4758, 4767, 5145	
People v. Wendall, (71 N. Y. 171)	5270	People v. Wood, (35 Barb. N. Y. 653)	4761
People v. West Bay City Sugar Co., (124 Mich. 521)	3008	People v. Woodbury, (78 N. Y. S. 362)	1008, 1223
People v. Westchester, (4 Barb. N. Y. 64)	5286	People v. Woodbury, (92 N. Y. S. 42)	1241
People v. Westchester, (12 Barb. N. Y. 446)	2705	People v. Woodbury, (99 N. Y. S. 573)	1229
People v. Weston, (10 N. Y. St. Rep. 743)	4628	People v. Woodbury, (117 N. Y. S. 676)	5026
People v. Wetherell, (14 Mich. 48)	1030, 1349	People v. Woodruff, (32 N. Y. 355)	917, 1008
People v. Weygant, (14 Hun, N. Y. 546)	1320	People v. Worth Tp., (52 Ill. 498)	3293
People v. Wheeler, (56 N. Y. Misc. 289)	833	People v. Wren, (5 Ill. 269) 294, 352, 379, 599, 676, 682	
People v. Wheeler, (106 N. Y. S. 450)	1014	People v. Wright, (30 Colo. 439) 1054, 1065, 1286, 1297, 1299	
People v. Whidden, (191 Ill. 374) 4478, 4561, 4562		People v. Wright, (70 Ill. 388) 414, 467	
People v. Whitcomb, (55 Ill. 172) 654, 5247		People v. Wurster, (35 N. Y. S. 90)	5053
People v. White, (72 N. Y. S. 30)	1253	People v. Wurster, (91 Hun, N. Y. 233)	1223
People v. White, (72 N. Y. S. 91)	1063	People v. Yancey, (167 Ill. 255)	4351
People v. White, (80 Hun, N. Y. 603)	1234	People v. Yonkers, (14 N. Y. S. 455)	1016
People v. White, (24 Wend. N. Y. 520)	1047, 1052, 1236	People v. Yonkers, (39 Barb. N. Y. 266)	4054, 4466
People v. Whitlock, (92 N. Y. 191)	1063	People v. York, (247 Ill. 591) 654, 655, 657, 5247	
		People v. York, (169 N. Y. 578)	1251

(References are to Pages.)

People v. York, (178 N. Y. 410)	1254	Perdue v. Ellis, (18 Ga. 530)	
People v. York, (80 N. Y. 208)		1409, 1897,	2118
1075, 1222		Pereria v. Wallace, (129 Cal.	
People v. Young, (28 Ill. 490)	669, 670	397)	522, 5432, 5778
People v. Zeyst, (28 N. Y. 140)		Perin v. Carey, (34 How. U. S.	
1369, 1872		465)	2491, 2495, 2500, 5102, 5103
People v. Zimmerman, (11 Cal.		Perin v. McMicken, (15 La. Ann.	
1230		154)	2501
2750		Perine v. Eragraber, (102 Cal.	
4524		234)	3979, 4077, 4409, 4410
4631		Perine v. Forbush, (97 Cal.	
		305)	4422, 4522
		Perine v. Lewis, (128 Cal. 386)	
		3924, 4522	
		Perine Contracting, etc. Co. v.	
		Pasadena, (116 Cal. 6)	2673, 3909
		Perkins v. Blauth, (163 Cal.	
		782)	5292, 5293, 5298, 5403, 5476
		Perkins v. Board of Directors,	
		(56 Ia. 476)	5080
		Perkins v. Burlington, (77 Ia.	
		553)	5003
		Perkins v. Corbin, (45 Ala.	
		103)	2286, 2288, 2290
		Perkins v. Fayette, (68 Mo. 152)	
		Perkins v. Fielding, (119 Mo.	
		149)	320, 1273, 3205
		Perkins v. Graff, (114 Fed.	
		441)	4674, 4819
		Perkins v. Independent School	
		Dist., (29 Mo. App. 483)	2622
		Perkins v. Lewis, (34 Ill. 308) ..	872
		Perkins v. New Haven, (52 Conn.	
		314)	410, 414, 5120, 5495
		Perkins v. Oxford, (66 Me. 546)	
		592, 5631	
		Perkins v. Perkins, (24 N. J. L.	
		409)	5000
		Perkins v. Reservoir Park Fish-	
		ing & Boating Club, (130 Ill.	
		App. 128)	2524
		Perkins v. St. Louis, etc. R. Co.,	
		(103 Mo. 53)	469
		Perkins v. Slack, (86 Pa. St.	
		270)	320, 392, 392, 527, 542
		Perkins v. Sunset Tel. & Tel.	
		Co., (155 Cal. 712)	5745
		Perkins v. Washington Ins. Co.,	
		(4 Cowan, N. Y. 546)	579, 2742
		Perkins v. Watertown, (5 Bliss	
		U. S. 320)	1651, 5153
		Perkins v. Weston, (3 Cush.	
		Mass. 549)	1238
		Perkinson v. Hoolan, (182 Mo.	
		189)	1708, 4515
		Perkinson v. Meredith, (158 Mo.	
		457)	4554, 4553
		Perkinson v. Partridge, (3 Mo.	
		App. 60)	3972, 4060
		Perkinson v. St. Louis, (4 Mo.	
		App. 222)	2571, 4104
		Perkinson v. Schmaake, (108 Mo.	
		App. 255)	4011
		Perley v. Chandler, (6 Mass.	
		454)	2901
		Perley v. Oldtown, (49 Me. 31)	
		Perot v. Philadelphia, (11 Phila.	
		181)	5077
		Perrett v. Wegner, (Tex. Civ.	
		App. 129 S. W. 284)	5049
		Perrigo v. Milwaukee, (92 Wis.	
		236)	4706
		Perrigo v. St. Louis, (135 Mo.	
		274)	5639
		Perrin v. New London, (67 Wis.	
		256)	2603
		Perrine v. Farr, (23 N. J. L.	
		416)	4828, 4829
		Perris Irr. Dist. v. Thompson,	
		(116 Fed. 332)	4822, 4827
		Perrizo v. Kessler, (92 Mich.	
		280)	5244
People's Passenger R. Co. v.			
Memphis, (Tenn. 14 S. W. 973)			
3289, 5177			
People's Passenger R. Co. v. Tay-			
lor, (22 Pa. Super. Ct. 156) ..			
5005			
People's R. Co. v. Memphis R.			
Co., (10 Wall. U. S. 38)			
2622			
People Savings Bank v. Big Rock			
Stone Const. Co., (81 Ark. 599)			
5144			
People's Traction Co. v. Atlantic			
City, (71 N. J. L. 124) 3279,			
3282, 3424			
Peoria v. Adams, (73 Ill. App.			
652)			
5540			
Peoria v. Calhoun, (29 Ill. 317)			
1570, 1584, 2877			
Peoria v. Central Nat. Bank,			
(224 Ill. 43)			
2974			
Peoria v. Gugenheim, (61 Ill.			
App. 374)			
1574, 3224, 3280			
Peoria v. Johnston, (56 Ill. 45)			
3240			
Peoria v. Kidder, (26 Ill. 351)			
4327, 4524			
Peoria v. Ohl, (209 Ill. 52)			
4021			
Peoria v. Simpson, (110 Ill. 294)			
1754			
Peoria, etc. R. Co. v. People, (144			
Ill. 458)			
590			
Peoria, etc. R. Co. v. People, (116			
Ill. 401)			
4054			
Peoria, etc. R. Co. v. Peoria Ry.			
Terminal Co., (352 Ill. 73) 3267,			
3525			
Peotone v. Illinois Central R. Co.,			
(224 Ill. 101)			
2615			
Pepin Tp. v. Sage, (129 Fed.			
657)			
604, 702			
Pepper v. Neiman, (4 Cal. App.			
55)			
2934			
Pepper v. Philadelphia, (114 Pa.			
St. 96)			
2735, 4148, 4514, 4517, 4518			
Pepper v. Philadelphia, (181 Pa.			
St. 566)			
4631			
Pequignot v. Detroit, (16 Fed.			
211)			
2797, 5627, 5699			
Percy v. Metropolitan St. R. Co.,			
(58 Mo. App. 75)			
2652			

TABLE OF CASES.

6051

(References are to Pages.)

Perry v. Ball, (52 Tex. Civ. App. 134) 2921, 2972, 2987
 Perry v. Castner, (124 Ia. 286) 2820, 2839, 2896, 2896, 2958
 Perry v. Cedar Rapids, (87 Ia. 315) 5754
 Perry v. Cheboygan, (55 Mich. 250) 1116, 5146
 Perry v. Davis & Younger, (18 Okla. 427) 2989, 4435, 4437
 Perry v. Denver, (27 Colo. 93) 604, 610
 Perry v. Dover, (12 Pick. Mass. 206) 1272
 Perry v. Duquoin, (99 Ill. 479) 5094
 Perry v. House of Refuge, (62 Med. 29) 5105
 Perry v. John, (79 Pa. 412) 5426
 Perry v. Keene, (58 N. H. 40) 1263, 4402, 4447
 Perry v. Keene, (56 N. H. 514) 574, 4407
 Perry v. New Orleans, etc. R. R. Co., (55 Ala. 413) 516, 517, 523, 1811, 2289
 Perry v. Oregon, (139 Ill. App. 696) 5462
 Petter v. Dunlap Hardware Co., (99 Ga. 390) 4657
 Perry v. People, (155 Ill. 207) 4474
 Perry v. Rockdale, (62 Tex. 451) 4256
 Perry v. State, (41 Tex. 433) 2445
 Perry v. State, (37 Neb. 623) 2107, 2249
 Perry v. Stow, (111 Mass. 60) 2513
 Perry v. Superior City, (24 Wis. 64) 1082
 Perry v. Tynen, (22 Barb. N. Y. 137) 1301, 1202
 Perry v. Washburn, (20 Cal. 318) 4943
 Perry v. Worcester, (6 Gray, 544) 5397, 5476, 5556, 5558
 Perry Ave., *in re*, (118 App. Div. N. Y. 374) 4423
 Perryman v. Greenville, (51 Ala. 507) 355, 760, 1369, 1813
 Perrysville Ave., *in re*, (210 Pa. St. 537) 4416
 Pershing v. Swenson, (58 Minn. 210) 4203
 Perth Amboy v. Barker, (74 N. J. L. 127) 2557
 Perth Amboy Trust Co. v. Perth Amboy, (75 N. J. L. 291) 2213
 Peru v. Bartela, (314 Ill. 515) 4460
 Peru v. Bears, (55 Ind. 578) 607, 615, 643, 657, 5029, 5247
 Peru v. Gleason, (91 Ind. 566) 2674, 2022
 Peru, etc. R. Co. v. Hanna, (55 Ind. 562) 4016, 4397, 4398, 4480
 Peru v. Turner, (10 Mo. 185) 5100
 Peasterfield v. Vickers, (3 Coldw. Tenn. 205) 1422, 1621, 2322
 Peters v. Bell, (51 La. Ann. 1621) 1011, 1062, 1083
 Peters v. Carleton, (48 Hun, N. Y. 620) 2992
 Peters v. Chicago, (192 Ill. 437) 4072
 Peters v. Lindsborg, (40 Kan. 654) 5062, 5416, 5479
 Peters v. Lynchburg, (76 Va. 927) 4945, 4952
 Peters v. New York, (8 Hun, N. Y. 405) 2000, 2001
 Peters v. Newark, (31 N. J. L. 350) 3979
 Peters v. St. Louis, (226 Mo. 62) 1416, 2913
 Petersburg v. Applegarth's Adm'r, (28 Grattan, 321) 5510, 5511

Petersburg v. Cocke, (94 Va. 244) 2266, 4993
 Petersburg v. Mappin, (14 Ill. 193) 784, 803, 812, 2557, 5143, 5149
 Petersburg v. Metzker, (21 Ill. 205) 719, 783, 1420, 1564, 2162
 Petersburg v. Petersburg Aqueduct Co., (102 Va. 654) 2527, 2406
 Petersburg v. Whitnack, (48 Ill. 1) 2335
 2087
 2402
 2740
 5562
 5711
 2354
 702
 5457
 1292
 4694
 2296
 4023
 Pettibone v. Hamilton, (40 Wis. 402) 2239
 Pettibone v. United States, (149 U. S. 197) 2371
 Pettibone v. West Chicago Park Com'rs, (215 Ill. 304) 4620, 4621
 Pettigrew v. Evansville, (25 Wis. 223) 5194, 5571
 Pettingell v. Chelsea, (161 Mass. 368) 5391
 Pettingill 2248
 Pettingill 6711
 Pettis v 2952
 Pettit v. 4267
 Pettit v. 2978
 Pettit v. 4362
 Pettit v. 1827
 Pettit v. 1125
 Pettit v. Yewell, (113 Ky. 777) 995
 Pettitt v. Macon, (95 Ga. 645) 2490
 Petty v. Jones, (1 Ired. N. C. 408) 2437
 Petty v. Myers, (49 Ind. 1) 4608, 4610
 Petty v. Tooker, (21 N. Y. 267) 914
 Pets v. Detroit, (95 Mich. 169) 2132
 Petzold Bros. v. Louisville, (Ky. 131 S. W. 302) 2227
 Peugnet, *in re*, (67 N. Y. 441) 4086
 Pevey v. Aylward, (205 Mass. 102) 1061, 1233
 Few v. Litchfield, (115 Ill. App. 13) 2372, 2955
 Pewaukee v. Savoy, (102 Wis. 271) 5160
 Peyton v. Morgan Park, (172 Ill. 102) 1704, 4476
 Pfaffinger v. Kremer, (115 Ky. 498) 4486
 Pfahler, *in re*, (150 Cal. 71) 4932
 Pfefferling v. Baltimore, (68 Md. 475) 2139
 Pfeiffer v. People, (170 Ill. 347) 4447
 Pfirrmann, *in re*, (134 Cal. 142) 2191
 Pfleger v. Groth, (103 Wis. 104) 1938

(References are to Pages.)

Phalen v. Detroit, (128 Mich. 583)	5803	Philadelphia v. De Haven, (28 Pa. Super. Ct. 541)	4541
Phelan v. Boone Gas Co., (147 Ia. 625) 3585, 3591, 3654, 3655, 3657, 3663	4553	Philadelphia v. De Haven, (41 Pa. Super. Ct. 365)	4541
Phelan v. Dunne, (72 Cal. 239) ..	4553	Philadelphia v. Dibeler, (147 Pa. St. 261)	4259
Phelan v. Granville, (140 Mass. 386)	1133, 1134, 1139	Philadelphia v. Dickson, (38 Pa. 247)	4111
Phelan v. San Francisco, (62 Cal. 44)	4149	Philadelphia v. Donath, (13 Phila. Pa. 4)	3923
Phelps, <i>in re</i> , (119 App. Div. N. Y. 69)	4584	Philadelphia v. Duncan, (4 Phila. Pa. 1)	3421
Phelps v. Bishop, (46 Mo. 68)	5210, 5211	v. Dungan, (124 Pa. 1928, 1933)	1933
Phelps v. Detroit, (120 Mich. 447)	3890, 4219, 4245, 4258	v. Eastwick, (35 Pa. 3941)	3941
Phelps v. Hawley, (62 N. Y. 33) ..	337	v. Eddleman, (169 Pa. 4356, 4357)	4357
Phelps v. Lake St. EL. R. Co., (60 Ill. App. 471)	2943	v. Edwards, (78 Pa. 3923)	3923
Phelps v. Lewiston, (Fed. Cas. No. 11,076)	4837, 4852, 4873, 4884, 4902, 4910	v. Electric Traction Co. St. 157)	5014
Phelps v. Lodge, (60 Kan. 122) ..	4644, 4973, 4975, 5297	v. Elliott, (8 Rawle, 1177)	1177
Phelps v. Mankato (23 Minn. 376)	3293	v. Empire Pass. R. Co., (11 Pa. 321)	3102
Phelps v. Mattoon, (177 Ill. 169)	4012, 4463, 4471	v. Empire Pass. Ry., (Pa. 547)	3460, 3462
Phelps v. New York, (112 N. Y. 216)	3909, 3203	v. Empire Pass. Ry., (Pa. St. 383)	3556
Phelps v. Yates, (Fed. Cas. No. 11,082)	4835	v. Evans, (139 Pa. 3954, 3957)	3957
Pherson v. Young, (69 Kan. 655) ..	5293	v. Fairhill R. Co., (Super. Ct. 245)	4336
Philadelphia's Appeal, (191 Pa. 504)	5575	v. Fell, (9 Phila. 4149)	4149
Philadelphia v. American Union Tel. Co., (167 Pa. St. 406) 1684, 1686	1686	v. Field, (53 Pa. St. 532, 594, 3899, 3903)	3903
Philadelphia v. Armstrong, (14 Pa. Super. Ct. 55)	4202	v. Fox, (64 Pa. St. 169)	205, 255, 383, 503, 553, 601, 722, 2490, 2491, 2493, 2494, 2505, 2508, 5103
Philadelphia v. Atlantic & Pacific Tel. Co., (109 Fed. 55)	3240	Philadelphia v. Franklin Cemetery, (2 Pa. Super. Ct. 569) ..	4423
Philadelphia v. Atlantic & Pacific Tel. Co., (102 Fed. 254)	1686	Philadelphia Co. v. Freeport, (167 Pa. St. 379)	522
Philadelphia v. Baker, (140 Pa. St. 11)	4563	Philadelphia v. Friday & Crump, (6 Phila. Pa. 275)	2002, 2381, 2933, 5199
Philadelphia v. Ball, (147 Pa. St. 243)	3213, 4503	Philadelphia v. Gavagnin, (62 Fed. 617)	5503
Philadelphia v. Beatty, (9 Pa. Super. Ct. 255)	4203	Philadelphia v. Germantown Pass. Ry. Co., (10 Phila. 165) ..	5135
Philadelphia v. Bowman, (175 Pa. St. 91)	1764	Philadelphia v. Gilbert, (14 Phila. Pa. 212)	1117
Philadelphia v. Bowman, (166 Pa. 393)	4264	Philadelphia v. Girard's Heirs, (45 Pa. St. 9)	3490
Philadelphia v. Bowman, (4 Pa. Dist. 359)	4264	Philadelphia v. Given, (60 Pa. St. 136)	1036, 1040
Philadelphia v. Brabender, (201 Pa. St. 574)	1492, 1595, 1605, 1997, 2025	Philadelphia v. Golbeck, (6 Pa. Dist. 420)	4262
Philadelphia v. Brooke, (81 Pa. St. 23)	4150	Philadelphia v. Gorgas, (180 Pa. St. 296)	4112, 4232
Philadelphia v. Brown, (9 Pa. Co. Ct. 670)	3065	Philadelphia v. Goudey, (36 Wkly. Notes Cas. Pa. 246) ..	1921
Philadelphia v. Burgin, (50 Pa. St. 539)	4106, 4108	Philadelphia v. Greble, (38 Pa. St. 339)	4241
Philadelphia v. Campbell, (Pa. 33 Leg. Int. 12)	2313	Philadelphia v. Hafer, (38 Pa. Super. Ct. 392)	4254, 4257
Philadelphia v. Clare, (17 Phila. Pa. 59)	1981	Philadelphia v. Harry C. Nichols Co., (214 Pa. 255)	4205, 4208
Philadelphia v. Commonwealth, (52 Pa. St. 451)	275, 523	Philadelphia v. Hays, (93 Pa. St. 72)	2735, 4123
Philadelphia v. Conyers, (23 Wkly. Notes Cas. 152)	5019	Philadelphia v. Hestonville R. Co., (177 Pa. St. 371)	3463
Philadelphia v. Cooke, (30 Pa. St. 56)	4494	Philadelphia v. Hill, (166 Pa. St. 311)	4359
Philadelphia v. Cooper, (212 Pa. St. 306)	4493	Philadelphia v. Houseman, (2 Phila. Pa. 349)	1457
Philadelphia v. Coulston, (13 Phila. Pa. 182)	2976	Philadelphia v. Hughes, (4 Phila. Pa. 148)	2439
Philadelphia v. Crump, (1 Brewst. 320)	2927, 5175		
Philadelphia v. Davis, (6 Watts & S Pa. 269)	3131		

TABLE OF CASES.

6053

(References are to Pages)

Philadelphia v. Jewell, (140 Pa. 9)	4132	Philadelphia v. R. Co., (23 1 L. 529)	4396
Philadelphia v. Jewell's Estate, (135 Pa. 330)	3735, 4142	Philadelphia v. R. Co., (58 1)	2542, 2756
Philadelphia v. Johnson, (11 Phila. 187)	3146	Philadelphia v. R. Co., (88 1)	4107
Philadelphia v. Johnson, (47 Pa. St. 382)	2019	Philadelphia v. Ry. Co., (177 Pa. St. 379, 3462, 4295, 4392)	4400
Philadelphia v. Junker, (9 Pa. Dist. Rep. 678)	3306	Philadelphia v. Rapid T. Co., (228 Pa. St. 325)	3629
Philadelphia v. Kitchen, (2 Phila. Pa. 44)	3417	Philadelphia v. Pierson, (211 Pa. 388)	4216
Philadelphia v. Lea, (9 Phila. Pa. 166)	2792	Philadelphia v. Postal Tel. Cable Co., (31 N. Y. B. 556)	1622, 1624, 3560
Philadelphia v. Lea, (5 Phila. 77)	3023	Philadelphia v. Potter, (5 Pa. Co. Ct. 224)	4291
Philadelphia v. Linnard, (97 Pa. St. 342)	3926	Philadelphia v. Powers, (214 Pa. St. 247)	5012
Philadelphia v. Lips, (4 Phila. Pa. 150)	4407	Philadelphia v. Presbyterian Board, (9 Phila. Pa. 496)	1961
Philadelphia v. Lockhardt, (73 Pa. St. 211)	4122, 4129	Philadelphia v. Presbyterian Board, (29 Leg. Int. 53)	3070
Philadelphia v. Lombard & S. Sta. Pass. R. Co., (5 Phila. Pa. 245)	3004	Philadelphia v. Provident Life, etc. Co., (122 Pa. St. 224)	1912, 1924, 1961
Philadelphia v. Lukens, (22 Pa. Super. Ct. 298)	4554	Philadelphia v. Ridge Ave. Pass. R. Co., (142 Pa. St. 444)	3452, 3460, 3463
Philadelphia v. McCalmont, (6 Phila. Pa. 543)	3246, 4275	Philadelphia v. Rink, (Pa. 1886, 3 Atl. 505)	1162
Philadelphia v. McLinden, (306 Pa. 172)	4207, 4312	Philadelphia v. River Front R. Co., (122 Pa. 124)	2927
Philadelphia v. McManes, (176 Pa. St. 28)	3542	Philadelphia v. Ronay, (2 Phila. Pa. 42)	2421
Philadelphia v. Malona, (214 Pa. 90)	4200	Philadelphia v. Rule, (92 Pa. 15)	4294
Philadelphia v. Manderfeld, (23 Pa. Super. Ct. 279)	4294	Philadelphia v. Sciple, (21 Pa. Super. Ct. 64)	4492
Philadelphia v. Marcer, (1 Leg. Gas. Rep. Pa. 255)	1022	Philadelphia v. Scott, (92 Pa. St. 25)	4492
Philadelphia v. Meager, (67 Pa. St. 345)	4494	Philadelphia v. Sheppard, (162 Pa. St. 247)	1026
Philadelphia v. Meighan, (189 Pa. St. 495)	3922	Philadelphia v. Slocum, (14 Phila. Pa. 141)	3215
Philadelphia v. Meighan, (12 Pa. Dist. 407)	4406	Philadelphia v. Smith, (23 Wkly. Notes Cas. 242)	5729
Philadelphia v. Meighan, (27 Pa. Super. Ct. 160)	4272	Philadelphia v. Spring Garden Farmers' Market Co., (161 Pa. St. 522)	3460, 4520, 3464
Philadelphia v. Mera, (22 Pa. Super. Ct. 227)	4492	Philadelphia v. Steward, (21 Pa. Super. Ct. 72)	4492
Philadelphia v. Michener, (10 Phila. Pa. 30)	2069	Philadelphia v. Stewart, (195 Pa. St. 205)	4202, 4210
Philadelphia v. Nell, (2 Yeaton, Pa. 475)	2312, 2325, 2421	Philadelphia v. Strawbridge, (12 Phila. 482)	5712
Philadelphia v. Neumann, (16 Phila. Pa. 98)	2070	Philadelphia v. Street, (41 Pa. Super. Ct. 502)	4169
Philadelphia v. Nock, (12 Pa. Super. Ct. 44)	4442	Philadelphia v. Thirteenth, etc. St. Ry. Co., (169 Pa. St. 269) ..	2460
Philadelphia v. O'Connor, (9 Pa. Dist. 230)	4560	Philadelphia v. Thirteenth, etc. St. Ry. Co., (2 Pa. Dia. Ct. Rep. 462)	2461
Philadelphia v. Odd Fellows Hall Assn., (15 Pa. Co. Ct. Rep. 609)	4291	Philadelphia v. Thirteenth, etc. St. Ry. Co., (5 Phila. 649)	1922, 2927, 5192
Philadelphia v. Odd Fellows Hall Assn., (162 Pa. St. 105)	4291	Philadelphia v. Thomas' Heirs, (162 Pa. St. 494)	4502
Philadelphia v. Pemberton, (202 Pa. 214)	2622	Philadelphia v. Tryon, (25 Pa. 401)	2029, 2291, 2927, 2930
Philadelphia v. Pemberton, (25 Pa. Super. Ct. 222)	4262	Philadelphia v. Union Burial Ground Socy., (172 Pa. St. 532)	3040, 4274, 4422
Philadelphia v. Pennsylvania (143 Pa. St. 267)	4420	Philadelphia v. Unknown Owner, (20 Pa. Super. Ct. 202)	5027, 5023
Philadelphia v. Pennsylvania (154 Pa. St. 9)	4420	Philadelphia v. Verner, (8 Pa. Co. Ct. 27)	4191
Philadelphia v. Pennsylvania for the Blind, (22 Ct. 421)	5022	Philadelphia v. Ward, (174 Pa. St. 45)	2091
Philadelphia v. Peyton, (25 Pa. 250)	4554		
Philadelphia v. Philadelphia, etc. 2 Phila. Pa. 479)	2910		
Philadelphia v. Philadelphia, etc. 15 Pa. Dist. 295)	4296		
Philadelphia v. Philadelphia, etc. 6 Pa. Co. Ct. 624) ..	4299		

(References are to Pages.)

Philadelphia v. Ward, (1 Phila. Pa. 517)	3391	Philbrick v. Pittston, (43 Me. 477)	5648
Philadelphia v. Weaver, (14 Pa. Super. Ct. 298)	4394	Phillipsburg v. Degenhart, (30 Mont. 398)	1188
Philadelphia v. Weller, (4 Brewst. 24)	5608	Phillipsburg v. Weinstein, (21 Mont. 146)	3337
Philadelphia v. Western Union Tel. Co., (2 Wkly. Notes Cas. 455)	2012	Philbrick v. University Place, (88 Ia. 354)	2000
Philadelphia v. Western Union Tel. Co., (11 Phila. Pa. 327)	2012	Phillip Semmer Glass Co. v. Nassau Showcase Co., (28 Misc. N. Y. 577)	2297
Philadelphia v. Western Union Tel. Co., (82 Fed. 797)	1684	Phillips, <i>in re</i> , (60 N. Y. 18)	4512
Philadelphia v. Western Union Tel. Co., (89 Fed. 454)	3363	Phillips v. Allen, (41 Pa. St. 481)	2159
Philadelphia v. Western Union Tel. Co., (40 Fed. 815)	1625	Phillips v. Armada, (155 Mich. 50)	5560
Philadelphia v. Wiggins, (227 Pa. 343)	4206	Phillips v. Atlanta, (87 Ga. 62)	2417
Philadelphia v. Wistar, (35 Pa. St. 427)	4429	Phillips v. Atlanta, (78 Ga. 773)	2443
Philadelphia v. Wright, (4 Phila. Pa. 138)	2042	Phillips v. Baltimore, (110 Md. 431)	251
Philadelphia v. Wright, (100 Pa. St. 235)	4263	Phillips v. Boston, (150 Mass. 491)	1131
Philadelphia v. Yewdall, (180 Pa. St. 412)	4355	Phillips v. Coffee, (17 Ill. 154)	563
Philadelphia Ass'n v. Wood, (39 Pa. St. 73)	4943	Phillips v. Commonwealth, (44 Pa. St. 197)	5232
Philadelphia Ball Club v. Philadelphia, (192 Pa. St. 632)	4262, 4276	Phillips v. Corbin, (8 Colo. App. 246)	657
Philadelphia Company v. Freeport Borough, (167 Pa. St. 379)	3377	Phillips v. Denver, (19 Colo. 179)	780
Philadelphia County Com'rs v. Spring Garden Com'rs, (6 Serg. & R. 322)	3922	Phillips v. Dewald, (79 Ga. 732)	2043
Philadelphia Fire Assn. v. New York, (119 U. S. 110)	1639	Phillips v. Harrow, (93 Ia. 93)	2497
Philadelphia Mortgage, etc. Co. v. New Whatcom, (19 Wash. 225)	4529	Phillips v. Jefferson Co., (8 Kan. 412)	5302
Philadelphia & T. R. Co's Case, (6 Whart. 28)	517	Phillips v. McClellan, (107 App. Div. N. Y. 238)	1006
Philadelphia R. Co., Appeal of, (3 W. Pa. 291)	3447	Phillips v. Missouri Pac. Ry., (36 Mo. 540)	400
Philadelphia R. Co., <i>in re</i> , (6 Wharton, Pa. 203 Pa. St. 203)	3606	Phillips v. New Albany, (28 Wia. 240)	4608, 4642, 4661
Philadelphia R. Co. v. Chester, (3 Del. Ch. 18)	3480, 3523	Phillips v. New York, (19 Daly, N. Y. 278)	1223
Philadelphia R. Co. v. Chicago, (153 I. 1)	4508	Phillips v. Phillips Water Co., (104 Me. 102)	781, 3237, 3238
Philadelphia R. Co. v. Ervin, (39 Pa. 1)	1472	Phillips v. Reed, (107 Ia. 331)	4722, 4769
Philadelphia, etc. R. Co. v. New York, (33 Fed. 159)	5510	Phillips v. Reed, (109 Ia. 188)	4754, 4763
Philadelphia, etc. R. Co. v. Pennsylvania, (15 Wall. U. S. 232)	1600	Phillips v. Scales Mound, (196 Ill. 353)	3079, 3083
Philadelphia, etc. R. Co. v. Philadelphia, (11 Phila. Pa. 358)	4202, 4295	Phillips v. Stamford, (81 Conn. 408)	3276, 3291, 3292
Philadelphia, etc. R. Co. v. Shipley, (72 Md. 58)	4472	Phillips v. Stone Mountain, (61 Ga. 336)	1722, 5137
Philadelphia, etc. R. Co. v. Wilmington City R. Co., (3 Del. Ch. 134)	3617	Phillips v. Wickham, (1 Paige, N. Y. Ch. 590)	681, 682
Philadelphia Steam Supply Co. v. Philadelphia, (41 Leg. Int. Pa. 252)	3501	Phillip's Academy v. King, (12 Mass. 546)	5102
Philadelphia, etc. Steamship Co. v. Pennsylvania, (122 U. S. 336)	1630	Phillipsburg Electric L. H. & P. Co. v. Phillipsburg, (66 N. J. L. 506)	3500, 3502
Philadelphia Trust, etc. Co. v. Merchantville, (74 N. J. Eq. 330)	3127	Phillipsburg Water Co. v. Phillipsburg Borough, (303 Pa. St. 582)	3225
Philadelphia Trust, etc. Co. v. Merchantville, (75 N. J. L. 451)	3036, 3043	Phinix v. Augusta, (47 Ga. 260)	5570
		Phipps v. North Pelham, (61 App. Div. N. Y. 443)	4270
		Phoebus v. Manhattan Social Club, (105 Va. 144)	5015
		Phoenix v. Gannon, (198 N. Y. 471)	2407, 2441
		Phoenix Ins. Co. v. Omaha, (23 Neb. 313)	4994
		Phoenix Ins. Co. v. Trenton Water Co., (42 Mo. App. 118)	2600
		Phoenix Nursery Co. v. Seibert, (101 Ill. App. 147)	629
		Phoenix Water Co. v. Phoenix, (9 Ariz. 420)	3317, 3347, 4075

(References are to Pages.)

Phoenixville Borough v. Byrich, (42 Pa. Super. Ct. 241) 1909, 2227	Pierson v. People, 456) 2803, 2929, 2924, 4039, 4049, 4075, 4499
Plard v. Jersey City, (30 N. J. L. 148) 2941, 2992, 4057, 4290, 4299	Pike v. Megoun, (44 I 1629
Platt v. Goodell, (97 Ill. 84) 2548, 2974	Pike v. Middleton, 278) 1192
Platt v. People, (29 Ill. 84) 921	Pike v. Norrington, (I 2553
Pickard v. Pullman Southern Car Co., (117 U. S. 84) 1089	Pike v. People, (84 I 4503
Pickens v. Coal River Boom & T. Co., (46 W. Va. 10) 1914	Pike v. Waltham, 581) 2769
Pickens v. Greens, (Ala. 1911, 54 So. 998) 2786	Pikes Peak Power Co. v. Colora- do Springs, (105 Fed. 1) 2729, 3400, 3463, 3849, 3851, 3854, 3856, 3856
Pickens Tp. v. Post, (99 Fed. 659) 4842, 4876, 4884, 4902	Pike St., <i>in re</i> (42 Wash. 551) .. 4470
Pickering v. Pickering, (11 N. H. 141) 1269	Pikeville v. Huffman, (112 Ky. 269) 2222
Pickering v. Shotwell, (10 Pa. St. 22) 2503, 5102	Piland v. Taylor, (113 N. C. 1) 949
Picket v. State, (J. Ohio St. 405) 2419	Pilcher v. English, (123 Ga. 496) 2661, 2667
Pickett v. Russell, (43 Fla. 116) 925	Pilling v. Everett, (67 Wash. 199) 4647, 4704
Pickett v. School District, (25 Wis. 551) 1105, 1107, 1215	Pillsbury v. Alexander, (40 Neb. 342) 3204
Pickett Pub. Co. v. Carbon, (26 Mont. 133) 2729	Pillsbury v. Augusta, (79 Mo. 71) 2942, 4220
Pickford v. Lynn, (98 Mass. 491) 4060	Pillsbury v. Brown, (47 Cal. 477) 2311, 2372, 2380
Pickles v. Ansonia, (76 Conn. 378) 4252, 4256, 4272, 4280	Pils v. Killingsworth, (20 Ora. 422) 622
Pickles v. McLellan Dry Dock, (38 La. An. 419) 1899	Pim v. Nicholson, (6 Ohio St. 176) 1422
Pickrell v. 126) 9, 2879, 2901 2, 2970	Pimental v. San Francisco, (21 Cal. 351) 820, 1299, 1304, 1307, 1392, 2512, 2531, 2532, 2608, 2744
Pickton v. 469) 1, 4971	Pine v. St. Paul City R. Co. (56 Minn. 144) 2192
Picotte v. W 5226	Pine v. New York, (112 Fed. 98) 2128
Pidgeon v. 321) 7, 5002	Pine v. New York, (103 Fed. 237) 5557
Piedmont P 2, (136 Cal. 4140	Pine Bluff Corp. v. Toney, (94 Ark. 245) 2524
Piedmont, etc. R. Co. v. Reids- ville, (101 N. C. 404) 2552, 5094	Pine Bluff Water & Light Co. v. Pine Bluff, (62 Ark. 196) 5204, 5210
Pierce, Appeal of, (78 Conn. 666) 1252	Pine Bluff Water & Light Co. v. Sewer District No. 1, (56 Ark. 295) 2022
Pierce v. Aetna Live Ins. Co., (131 Ind. 284) 4497	Pine City v. Munch, (42 Minn. 342) 217, 1929, 5198
Pierce v. Aurora, (81 Ill. App. 670) 1574, 1910	Pine Grove v. Talcott, (19 Wall. U. S. 686) 274, 2797, 4695
Pierce v. Bartrum, (Cowp. 269) 1429, 1431, 1952	Pine Hill, <i>in re</i> , (23 N. Y. S. 181) 222, 224
Pierce v. Bartrum, (Cowp. 469) 1529	Pine St., <i>in re</i> , (5 Land. Law Re- view Pa. 18) 2996
Pierce v. Carpenter, (10 Vt. 459) 526, 599	Pine Tree Lumber Co. v. Fargo, (12 N. D. 360) 4009, 4010, 4102, 4186, 4192, 4227, 4777
Pierce v. Dart, (7 Cow. N. Y. 609) 2946	Pineville v. Burchfield, (19 Ky. L. Rep. 984) 1220
Pierce v. Drew, (126 Mass. 75) 2622	Pineville v. Creech, (16 Ky. L. Rep. 172) 5099
Pierce v. Emery, (32 N. H. 484) 2361	Pingree v. Snell, (42 Me. 52) .. 1794
Pierce v. Hagana, (79 Ohio St. 9) 5212, 5217	Pinkerton v. Verberg, (78 Mich. 672) 2042
Pierce v. Kimball, (9 Me. 54) 464, 2156	Pinney v. Brown, (60 Conn. 164) 2214
Pierce v. New Bedford, (129 Mass. 524) 5664	Pinney v. Winsted, (79 Conn. 606) 5270
Pierce v. Richardson, (87 N. H. 266) 1261, 1282	Pinnix v. Durham, (126 N. C. 360) 5715, 5752
Pierce v. Somersworth, (10 N. H. 269) 562	Pioneer Inv. & I. Co. v. Salt Lake City Board of Education, (25 Utah, 1) 2509, 2549
Pierce v. Spike, (19 Wash. 652) .. 5029	Pioneer Tel. & Tel. Co. v. Wes- tenhaver, (113 Pac. 254) 2722, 2739, 2742, 2744, 2751, 2752, 2755, 2756, 2767
Pierce v. Spokane, (7 Wash. 122) 779	Piper, Appeal of, (32 Cal. 529) .. 4452
Pierce v. Wilmington, (2 Marv. 266) 5676, 6744	Piper, <i>in re</i> , (22 Cal. 529) 4242, 4232, 4519
Piercy v. Averill, (27 Hun, N. Y. 269) 1174	Piper v. Boonville, (21 Mo. App. 126) 1266
Pieri v. Shieldsboro, (42 Miss. 492) 1521, 1531	
Pierpont v. Crouch, (10 Cal. 215) 1776, 1780, 1782	
Pierre v. Duncomb, (106 Fed. 611) 4819, 4824, 4917, 4919	
Pierre v. McLean, (106 Fed. 517) 4900	
Pierson v. Haddonfield, (66 N. J. Eq. 189) 4299, 4292	

(References are to .Pages.)

Piper v. Chappell, (14 M. & W. 624)	1544, 1561	Pittsburgh v. Grier, (22 Pa. St. 54)	881, 5419, 5510, 5511
Piper v. Madison, (140 Wis. 311)	5515, 5516	Pittsburg v. Hughes, (13 Pa. Co. Ct. Rep. 535)	5018
Piper v. Moulton, (72 Me. 155)	2493, 2500, 4962	Pittsburg v. Kalchthaler, (114 Pa. St. 547)	4994
Piper v. Pearson, (2 Gray, Mass. 120)	2292	Pittsburgh v. Knowlson, (92 Pa. St. 116)	4546
Piper v. Singer, (4 Serg. & R. 354)	5008	Pittsburgh v. Maxwell, (179 Pa. St. 553)	4529
Piper v. Spokane, (22 Wash. 147)	5693	Pittsburg v. Reynolds, (48 Kan. 360)	1514, 1517, 1520
Pipher v. Superior Court, (3 Cal. App. 626)	5280	Pittsburgh v. Scott, (1 Pa. St. 309)	3956, 3125
Pipkin v. Wynn, (2 Dev. N. C. 402)	894	Pittsburg v. Sterrett Subdivision School, (204 Pa. St. 635)	4421
Pipper v. Carpenter, (112 Mich. 688)	5280	Pittsburg v. Walter, (69 Pa. St. 365)	3988
Piqua v. Zimmerlin, (35 Ohio St. 507)	1745	Pittsburg v. W. H. Keech Co., (21 Pa. Super. Ct. 548)	1544, 1735, 1918, 1968, 2414
Pirie & Town of Dundas, <i>In re</i> , (29 Up. Can. Q. B. 401)	1602	Pittsburg v. Young, (3 Watts. 363)	1544, 2287
Pitcairn v. Chester, (135 Fed. 587)	3259	Pittsburg Gas Co. v. Pittsburg, (101 U. S. 219)	2760
Pitman v. El Reno, (2 Okla. 414)	5754	Pittsburg Hydro-Electric Co. v. Liston, (W. Va. 1911, 73 S. E. 86)	3071, 3116
Pitman v. New York, (125 N. Y. S. 941)	5423, 5430	Pittsburg Junction R. Co. v. McCutcheon, (Pa. 7 Atl. 146) ..	3626
Pitman v. New York, (3 Hun, N. Y. 370)	5138	Pittsburg, etc. R. Co. v. Atkinson, (Ind. App. 97 N. E. 353) ..	3652
Pittelkow v. Milwaukee, (94 Wis. 651)	4271	Pittsburgh, etc. Ry. v. Backus, (154 U. S. 421)	1687
Pittenger v. Hamilton, (85 Wis. 356)	5666	Pittsburgh, etc. Ry. Co. v. Cheevers, (149 Ill. 430)	2949
Pittinger v. Wellesville, (75 Ohio St. 508)	1087	Pittsburgh, etc. Ry. Co. v. Cheevers, (44 Ill. App. 118) ..	2936, 2943
Pitts v. Opelika, (79 Ala. 527) ..	1450, 1517, 2355, 2435	Pittsburg, etc. R. Co. v. Chicago, (242 Ill. 178)	5465
Pitts v. Vicksburg, (72 Miss. 181)	2167, 2203	Pittsburg, etc. R. Co. v. Cincinnati, (9 Ohio Dec. 695)	3403
Pittsburg, Appeal of, (16 Atl. 92)	4994	Pittsburg, etc. R. Co. v. Crown Point, (150 Ind. 536)	1305, 4306
Pittsburgh's Appeal, (40 Pa. St. 455)	4493	Pittsburgh, etc. R. Co. v. Crown Point, (146 Ind. 421) ..	1571, 1574, 1578, 2808, 2813
Pittsburg, Appeal of, (70 Pa. St. 142)	4495	Pittsburg, etc. R. Co. v. Fish, (158 Ind. 525) ..	3977, 4397, 4457, 4539
Pittsburgh's Appeal, (79 Pa. St. 317)	650	Pittsburg, etc. R. Co. v. Harper, (11 Ind. App. 481)	3609
Pittsburgh's Appeal, (115 Pa. St. 4)	521, 3532	Pittsburgh, etc. R. Co. v. Hartford City, (170 Ind. 674) ..	1413, 1734, 2098, 3550
Pittsburg's Appeal, (123 Pa. St. 374)	4995	Pittsburg, etc. R. Co. v. Hays, (17 Ind. App. 261)	2784, 4031, 4123, 4397, 4398, 4454, 4539
Pittsburg, <i>In re</i> , (138 Pa. 401) ..	3911	Pittsburg, etc. Ry. Co. v. Hood, (94 Fed. 618)	1409, 3769
Pittsburg, <i>In re</i> , (179 Pa. St. 630)	4529, 4531	Pittsburg, etc. R. Co. v. Indianapolis, (147 Ind. 292)	599, 657
Pittsburg, <i>In re</i> , (217 Pa. 227) ..	1065	Pittsburg, etc. Ry. Co. v. Noftsgger, (148 Ind. 101) ..	3241, 3265, 3316
Pittsburg v. Biggert, (23 Pa. Super. Ct. 601)	3924	Pittsburg, etc. R. Co. v. Noftsgger, (26 Ind. App. 614)	3316
Pittsburg v. Brace Bros., (158 Pa. St. 174)	904, 3858, 3867	Pittsburg, etc. R. Co. v. Oglesby, (165 Ind. 542)	4426, 4427, 4447
Pittsburg v. Broderson, (10 Kan. App. 430)	5723	Pittsburgh, etc. Ry. Co. v. Pittsburgh, (80 Pa. St. 72)	3463
Pittsburg v. Cluley, (66 Pa. St. 449)	4542	Pittsburg, etc. R. Co. v. Point Bridge Co., (165 Pa. 37)	2787
Pittsburg v. Cluley, (74 Pa. St. 259)	1373, 4100, 4542	Pittsburg, etc. Ry. Co. v. Rogers, (Ind. App. 87 N. E. 28) ..	1813, 1829
Pittsburg v. Consol'dated Gas Co., (34 Pa. Super. Ct. 374) ..	3862	Pittsburg, etc. R. Co. v. Sanitary Dist. of Chicago, (218 Ill. 286)	3092
Pittsburg v. Coursin, (74 Pa. St. 400)	4048	Pittsburgh, etc. R. Co. v. Taber, (168 Ind. 419)	4439, 4454
Pittsburg v. Coyle, (165 Pa. St. 61)	3223	Pittsburgh, etc. R. Co. v. War-rum, (42 Ind. App. 179) ..	2967, 3194, 3205, 3237, 3413
Pittsburg v. Craft, (1 Pitts. Pa. 77)	1433		
Pittsburg v. Daly, (5 Pa. Super. Ct. 528)	3929		
Pittsburg v. Epping-Carpenter Co., (194 Pa. St. 318) ..	3258, 3287, 3294, 3339		
Pittsburg v. Fay, (8 Pa. Super. Ct. 269)	4454, 4539		

TABLE OF CASES.

6057

(References are to Pages.)

Pittsburg, etc. R. Co. v. Wolcott, (162 Ind. 399) 3126, 4027, 4031, 4819	Platts v. Ottumwa, (148 Ia. 636) 5686, 5732
Pittson v. Clark, (15 Me. 460) 1087	Plattsburg, <i>In re</i> , (50 N. Y. S. 356) 2598, 2752
Pittston v. Dimond, (15 Pa. Co. Ct. Rep. 543) 2451	Plattsburg v. Clay, (67 Mo. App. 497) 4997
Pittston v. Duffv, (1 Lack. Leg. Rec. 370) 5614	Plattsburg v. Hagenbush, (98 Mo. App. 669) 1443
Pittston v. Hart, (89 Pa. 389) 5774, 5775	Plattsburg v. Peoples Tel. Co., (88 Mo. App. 306) 3382, 3440, 3456
Pitzman v. Freeburg, (92 Ill. 111) 873, 877, 4606	Plattsburg v. Riley, (42 Mo. App. 18) 615, 618, 619, 1577, 1588, 1589, 1923
Pixley v. Western Pac. R. Co., (83 Cal. 183) 2615	Plattsburg v. Trimble, (46 Mo. App. 459) 1866, 1873, 2116
Place v. Providence, (12 R. I. 1) 832, 2475, 5354	Plattsmouth v. Fitzgerald, (10 Neb. 401) 4930
Placerville v. Wilcox, (85 Cal. 21) 1416	Plattsmouth v. Mitchell, (20 Neb. 228) 5623, 5735
Placke v. Union Depot Ry. Co., (140 Mo. 634) 3392, 3617	Plattsmouth v. Murphy, (74 Neb. 749) 2743
Plainfield v. Plainfield, (67 Wis. 525) 5120	Plattsmouth v. Nebraska Telephone Co., (80 Neb. 460) 3394, 3423, 3547
Plainview v. Mendelson, (65 Neb. 85) 5426, 5688	Player v. Archer, (2 Sid. 121) 1549
Plainview v. Winona, etc. R. Co., (36 Minn. 505) 4650, 4930	Pleadwell v. Missouri Glass Co., (151 Mo. App. 51) 4536, 4546
Plan No. 166, <i>In re</i> , (98 Pa. St. 221) 4317	Pleasant Tp. v. Aetna Life Ins. Co., (138 U. S. 67) 904, 3799, 3800, 4610
Plan No. 166, <i>In re</i> , (148 Pa. 414) 4259	Pleasant Hill v. Dasher, (120 Mo. 675) 4453
Plan of Kensington, <i>In re</i> , (2 Rawle, Pa. 445) 3933	Pleasants v. Shreveport, (110 La. 1046) 4166, 5313
Plantation No. 9 v. Bean, (40 Me. 218) 536, 539	Plimpton v. Somerset, (83 Vt. 283) 538, 1073, 2363
Planters' Oil Mills v. Monroe Waterworks & Light Co., (52 La. Ann. 1243) 3598	Plinkiewisch v. Portland Ry. L. & P. Co., (58 Ore. 499) 3549
Planters' Oil Mills v. Monroe Waterworks & Light Co., (108 La. 236) 3598	Plum v. Fond du Lac, (51 Wis. 393) 5580
Plaquemine v. Roth, (29 La. Ann. 261) 792, 2247	Plum v. Morris Canal & Banking Co., (10 N. J. Eq. 256) 4228
Platt v. Albany R. Co., (170 N. Y. 115) 2098	Plumb v. Christie, (103 Ga. 686) 879
Platt v. Chicago, etc. R. Co., (74 Ia. 127) 1996	Plumer v. Johnston, (63 Mich. 165) 3348
Platt v. Chicago, etc. R. Co., (Ia. 31 N. W. 888) 3942, 4283	Plumley v. Massachusetts, (155 U. S. 461) 1697
Platt v. Englewood, (68 N. J. L. 231) 2602	Plummer v. Hattelsted, (Ia. 117 N. W. 680) 3586
Platte v. Gerrard, (12 Neb. 244) 2593	Plymouth v. Chestnut Hill R. Co., (168 Pa. St. 181) 3457, 3505
Platt v. Goodell, (97 Ill. 84) 5166	Plymouth v. McWherter, (152 Ill. App. 114) 1734, 1828, 1924, 2111, 2112
Platt v. Harrison, (6 Ia. 79) 2446	Plymouth v. Painter, (17 Conn. 585) 1048
Platt v. Hitchcock County, (139 Fed. 929) 4886, 4905, 4916	Plymouth v. Penkok, (7 Kulp. Pa. Com. Pl. 101) 2442
Platt v. Milford, (66 Conn. 320) 4273	Plymouth v. Pettijohn, (4 Dev. Law, 15 N. C. 591) 1431, 1432, 1491, 1752, 2057, 2410
Platt v. Oneonta, (84 N. Y. S. 699) 2858, 3930	Plymouth v. Schultheis, (135 Ind. 339) 1910, 1917
Platt v. Payette, (19 Idaho, 470) 4650, 4655, 4664	Plymouth v. Wareham, (126 Mass. 475) 5094
Platt v. San Francisco, (158 Cal. 74) 723, 728, 780, 3370, 3390, 3793, 3794, 3801, 3811, 3843	Pocatello v. Murray, (173 Fed. 382) 3732
Platt v. Stewart (8 Barb. 493) 4479, 4482	Pocatello v. Murray, (120 Pac. 812) 3678, 3714, 3715, 3726, 3767
Platt v. Toledo, (31 Ohio Cir. Ct. Rep. 305) 4331	Pocatello Water Co. v. Standley, (7 Idaho. 155) 3658
Platt v. Waterbury, (72 Conn. 531) 3046, 3052, 5480, 5563	Pochila v. Calvert, etc. R. Co., (31 Tex. Civ. App. 398) 4268
Platte, etc. Canal & M. Co. v. Dowell, (17 Colo. 376) 1853	Pocock v. Toronto, (27 Ontario Rep. 635) 1478, 1536, 5440
Platte, etc. Canal & M. Co. v. Lee, (2 Colo. App. 184) 1721, 2448, 3055, 3056	Poe v. Machine Works, (24 W. Va. 517) 2433, 2440
Platte City v. Paxton, (141 Mo. App. 175) 2699, 3987, 4035, 4036, 4130, 4145	Poillon v. Brooklyn, (101 N. Y. 132) 326, 4614
Platter v. Seymour, (86 Ind. 323) 4218	Poillon v. Brunner, (66 N. J. L. 116) 4548
Platteville v. Bell, (43 Wis. 488) 2130, 2303	Poillon v. New York, (47 N. Y. 666) 2555
Platteville v. Bell, (66 Wis. 326) 2554	
Platteville v. McKernan, (54 Wis. 487) 1867, 2310, 2428	

(References are to Pages.)

Point Pleasant Bridge Co. v. Point Pleasant, (82 W. Va. 828)	626, 648, 668, 4993, 5004
Point Pleasant E. L. & P. Co. v. Bay Head Borough, (62 N. J. Eq. 296)	8542
Point Pleasant Land Co. v. Cranmer, (40 N. J. Eq. 81)	3274
Polack v. San Francisco Orphan Asylum, (48 Cal. 490)	522, 2982, 2984, 3314
Poland v. Connolly, (16 Ohio St. 64)	1427, 4063
Polhamus v. Board of Education, (21 Ohio Cir. Ct. 257)	2665
Police Com'rs v. Louisville, (66 Ky. [8 Bush.] 597) ..	414, 974, 975
Police Jury v. Britton, (15 Wall. U. S. 566)	4756
Police Jury v. Shreveport, (5 La. Ann. 661)	203, 509
Polinsky v. People, (11 Hun, N. Y. 390)	1374
Polinsky v. People, (73 N. Y. 65)	1412, 1457, 2150
Polk v. Cedartown, (110 Ga. 324) ..	660
Polk v. James, (68 Ga. 128)	938
Polk v. McCartney, (104 Ia. 567)	2632, 4502
Polk v. Des Moines, (70 Ia. 351) ..	5029
Polk v. Mutual Reserve Fund Life Assn., (207 U. S. 310) ..	1763
Polk County Savings Bank v. State, (69 Ia. 24)	4137
Pollard v. Pleasant Hill, (Fed. Cas. No. 11,253)	4903
Pollard, <i>Ex parte</i> , (40 Ala. 77) ..	1748
Pollasky v. Schmid, (128 Mich. 699)	1307
Pollits v. Consolidated Gas Co., (102 N. Y. S. 1017)	3517
Pollock v. Lawrence County, (Fed. Cas. No. 11,255)	4636
Pollock v. San Diego, (118 Cal. 593)	1395, 1401, 1499
Pollock v. Toland, (25 Ohio Cir. Ct. 75)	638, 642, 644
Pollock's Adm'r v. Louisville, (13 Bush. 221)	5063, 5064
Pollok v. San Diego, (118 Cal. 593)	4622
Polly v. Hopkins, (74 Tex. 145) ..	5352
Pomeroy v. Lappeus, (9 Ore. 363)	1810, 1819
Pomeroy v. Mills, (3 Vt. 279) ..	3326, 3329, 3336
Pomfrey v. Saratoga Springs, (104 N. Y. 459) ..	5589, 5611, 5622, 5695
Pomona v. Sunset Tel. & Tel. Co., (224 U. S. 330)	3381
Pompton Tp. v. Cooper Union, etc., (101 U. S. 196)	4905
Pon v. Wittman, (147 Cal. 280) ..	5059
Ponca v. Crawford, (23 Neb. 662) ..	317
Pond v. Negus, (3 Mass. 230) ..	1348
Pond v. New Rochelle Water Co., (183 N. Y. 330)	3689, 3780, 3782
Pond v. New Rochelle Water Co., (127 N. Y. S. 582)	3662
Ponischil v. Hoquiam Sash & Door Co., (41 Wash. 303) ..	2989, 2991, 3000, 3004, 4260
Pontiac v. Carter, (32 Mich. 164)	4229, 4233, 4257, 5022, 5417
Pontiac v. Talbot Pav. Co., (94 Fed. 65)	4188
Pontiac v. Talbot Pav. Co., (96 Fed. 679)	4186
Pontiac & Lapeer Plank Road Co. v. Hilton, (69 Mich. 115) ..	2946
Pontiac Water L. & P. Co. v. Pontiac, (149 Ill. App. 57) ..	4731
Pontotoc v. Fulton, (79 Miss. 511)	4340
Pool v. Boston, (5 Cush. 219) ..	365
Pool v. Brown, (98 Mo. 675) ..	599
Poole v. Fall Road Electric R. Co., (88 Mo. 533)	3623
Poole v. Huskinson, (11 M. & W. 827)	3215
Poole v. Jackson, (93 Tenn. 62) ..	5720, 5722
Poole v. Lake Forest, (238 Ill. 305)	3257, 3298
Poole v. Paris Mountain Water Co., (81 S. C. 433) ..	3577, 3582, 3659, 3662, 3781
Poole v. Rehoboth, (Del. Ch. 1911, 80 Atl. 683)	3264, 3276
Pooler v. Sammet, (115 N. Y. S. 578)	2821, 3010
Pooley v. Buffalo, (122 N. Y. 592)	3973
Pope v. Cincinnati, (2 O. C. D. 285)	2451
Pope v. Savannah, (74 a. 365) ..	1724, 5197
Pope v. Union, (18 N. J. Eq. 282)	3274, 3938, 4290
Pope v. Union, (32 N. J. L. 343)	1728, 4015
Pope Mfg. Co. v. Granger, (21 R. I. 298)	2737, 4637, 4643
Poplar Bluff v. Hill, (92 Mo. App. 17)	2428, 2429
Poplar Bluff v. Hoag, (62 Mo. App. 672) ..	4042, 4044, 4344, 4345
Poppen v. Holmes, (44 Ill. 360)	1551, 1552
Poppen v. Broderick, (123 Cal. 456)	398, 407, 413, 551, 1801
Poppleton v. Moores, (67 Neb. 388)	5313
Poppleton v. Moores, (62 Neb. 351)	1713, 3492, 5343
Porcella v. Mutual Reserve Fund Life Ass'n, (63 N. Y. S. 599) ..	5771
Port Clinton Borough v. Shafer, (5 Pa. Dist. Ct. 583)	1676
Port Gibson v. Moore, (13 Smedes & M. Miss. 157)	662, 709, 1303
Port Huron v. Chadwick, (52 Mich. 320)	3215, 3308
Port Huron v. Jenkinson, (77 Mich. 414)	3921
Port Huron v. McCall, (46 Mich. 585)	790, 4826
Port Jervis v. Close, (6 N. Y. S. 211)	2278, 2409
Port Jervis v. First National Bank, (96 N. Y. 550)	317
Port Jervis Waterworks Co. v. Port Jervis, (71 Hun, N. Y. 66)	2747
Port Jervis Waterworks Co. v. Port Jervis, (151 N. Y. 111) ..	3630
Port of Mobile v. Louisville, etc. R. Co., (84 Ala. 115) ..	1643, 3361, 5196
Port Townshend v. Lewis, (34 Wash. 413)	2548, 2930
Porter's Case, (1 Coke, 26)	2495
Porter, <i>In re</i> , (124 N. Y. S. 162)	5092, 5098, 5099, 5100
Porter v. Androscoggin, etc. R. Co., (37 Me. 349)	532
Porter v. Blakely, (1 Root, Conn. 440)	571, 573
Porter v. Chicago, (176 Ill. 605) ..	4474
Porter v. International Bridge Co., (200 N. Y. 234)	3209, 3319, 3332, 3340, 3345, 3347
Porter v. Newton, (133 Mass. 56)	4263, 4266

6059

Porter v. Purdy, (29 N. Y. 106)	4486	4467
Porter v. R. J. Boyd Const. Co., (314 Mo. 1)	1499,	4327
Porter v. Rockford, etc. R. Co., (76 Ill. 561)	5363,	5364
Porter v. Scranton, (36 Pa. Super. Ct. 218)		4272
Porter v. Shields, (200 Pa. St. 241)		3901
Porter v. Sullivan, (7 Gray, Mass. 441)		282
Porter v. Thomson, (32 Ia. 391)	774, 1169, 1182,	4974
Porter v. Vinsant, (49 Fla. 213)	780, 782, 791, 1903,	3163
Porter v. Waring (69 N. Y. 250)	1815, 1831, 2796,	2797
Porter v. Water Valley, (70 Miss. 560)		3144, 3231
Portland v. Bangor, (42 Me. 403)		2364
Portland v. Bangor, (65 Me. 120)		2364
Portland v. Cook, (48 Ore. 550)	1791,	1393
Portland v. Denny, (5 Ore. 160)		1141
Portland v. Meyer, (32 Ore. 363)		1948
Portland v. Oregon Real Estate Co., (48 Ore. 423)		4500
Portland v. Portland Bituminous P. & L. Co., (32 Ore. 307) 2776, 4085, 4121, 4355,		4500
Portland v. Portland Water Co., (67 Me. 135)	5012,	5014
Portland v. Richardson, (54 Me. 46)		1992
Portland v. Rolfe, (37 Me. 400) ..		3217
Portland v. Schmidt, (18 Ore. 17)	1737, 1738,	3123
Portland v. Terwilliger, (15 Ore. 466)		1929
Portland v. Whittle, (3 Ore. 126)		3231
Portland v. Yick, (44 Ore. 439) 1362, 1816, 1832, 2116,		2432
Portland Lumbering & Mfg. Co. v. School Dist. No. 1, (13 Ore. 223)	2654,	3556
Portland Natural Gas & Oil Co. v. State, (135 Ind. 54) 2672, 2674,		3781
Portland R. L. & P. Co. v. Port- land, (181 Fed. 622)		3140
Portland, etc. R. Co. v. Stand- ish, (66 Me. 63)		4649
Portland, etc. R. Co. v. Port- land, (14 Oreg. 188) 380, 507,		512
Portland Savings Bank v. Evans- ville, (35 Fed. 389)	4324,	4900
Portland Savings Bank v. Monte- sano, (14 Wash. 570)	4764,	4975
Portsmouth Savings Bank v. Smith, (74 Kan. 333)		626
Portland Stone Ware Co. v. Tay- lor, (17 R. I. 33)		5233
Portneuf Marsh, etc. Co. v. Port- neuf Irrigating Co., (19 Idaho, 482)		3153
Portsmouth v. Houseman, (109 Va. 554)	5610, 5729, 5743,	5761
Portsmouth v. Lee, (111 Va. 419)	5497, 5601, 5677, 5715,	5729
Portsmouth v. Snell, (8 N. H. 388)		2077
Portsmouth, Berkley & Suffolk Water Co. v. Portsmouth, (70 S. E. 529)	3695,	3773
Portsmouth Gas Co. v. Sanford, (97 Va. 124)	5225,	5228
Portsmouth Savings Bank v. Ashley, (91 Mich. 670) .	4848,	4851
Portsmouth Savings Bank v. Omaha, (87 Neb. 50) 3876,		4000
Portsmouth Savings Springfield, (4 Fed.		4869
Portsmouth Savings Yellow Head, (Fed.)		4303
Posey v. Mobile, (50		3591
Posey v. North B. (145 Ala. 511)	3809, 3810, 5442,	5519
Post v. Boston, (	189)	5719
Post v. Kerwin, (108 N. Y. 404)		2064
Post v. Pearsall, (22 Y. 425)		3209
Post v. Supervisors, (105 U. S.)		4929
Postal Telegr. Worcester, (		2543
Postal v. Seattl		5120
Poth v. New Y		5203
Potadam E. L. dam, (97 N.		5218
Pott v. School villa, (42 P		3338
Potter v. Bell,		1906
Potter v. Blac		4766
Potter v. Cal Ry. Co., (15 3366, 3377,		3672
Potter v. Chai 639)		570
Potter v. Collis, (156 N. Y. 16) 516, 2534,		3413
Potter v. Douglass, (87 Mo. 240)		4688
Potter v. Interborough Rapid Transit Co., (54 Misc. R. 423)		2904
Potter v. Lainhart, (44 Fla. 647)		4348
Potter v. Moran, (61 Mich. 60)		2033
Potter v. New Whatcom, (20 Wash. 589)		4774
Potter v. Norria, (26 N. H. 239)		5170
Potter v. Norwood, (21 Ohio Cir. Ct. 461)		4289
Potter v. Spokane, (63 Wash. 267)		5493
Potter v. Whatcom, (25 Wash. 207)		4774
Potter County Water Co. v. Aus- tin, (206 Pa. St. 287)		3821
Potts v. Atlanta, (Ga. 1911, 78 S. E. 397)		3129
Potts v. Philadelphia, (195 Pa. St. 619)		2692

(References are to Pages.)

Potts v. Pittsburgh, (14 W. N. C. Pa. 38)	5168	Power v. Ridgway Boro., (149 Pa. St. 317)	5576
Potts v. Quaker City Elevated R. Co., (161 Pa. St. 396) 2943, 3238, 3390, 3398		Powers, Appeal of, (39 Mich. 504) 3976, 3982, 3984, 4402,	4439
Pottsville v. Marburger, (1 Leg. Chron. Pa. 60)	2136	Powers v. Boston, (154 Mass. 60)	5642, 5650
Pottsville v. Pottsville Gas Co., (39 Pa. Super. Ct. 1) 1527,	1706	Powers v. Bowman, (62 Ia. 359) 556)	5362
Pottsville v. Pottsville Gas Co., (32 Pa. Super. Ct. 430)	3563	Powers v. Braley, (41 Mo. App. 556)	1061
Potwin v. Johnson, (103 Ill. 70) 355, 357, 477, 1813,	4436	Powers v. Cassidy, (79 N. Y. 602)	3504
Poudler v. Minneapolis, (103 Minn. 479)	3229, 3269, 3270	Powers v. Council Bluffs, (50 Ia. 197)	5538, 5544
Poughkeepsie v. Quintard, (136 N. Y. 275)	4722, 4798	Powers v. Decatur, (54 Ala. 214) 2212,	5172
Poughkeepsie v. Wiltsie, (36 Hun N. Y. 270)	1141	Powers v. Grand Rapids, (38 Mich. 392)	4378, 4382, 4401
Poulan v. Atlantic Coast Line R. Co., (122 Ga. 505) 2123, 2156, 2159,	2945	Powers v. Inferior Court, (38 Ga. 65)	874
Poultney v. Wells, (1 Aikens, Vt. 130)	812	Powers v. Lindell, (52 Mo. 232)	4410
Pound v. Chippewa Co. Supervisors, (48 Wis. 63)	4015	Powers v. Mechanicville, (125 Powers v. New York, (121 App. Div. N. Y. 432)	5628
Powder River Cattle Co. v. Johnson, (3 Wyo. 597)	260, 277	Powers v. Oshkosh, (55 Wis. 660)	1142
Powell v. Bentley & G. Furniture Co., (34 W. Va. 304) 1941		Powers v. Penn. Mut. Life Ins. Co., (91 Mo. App. 55)	5642
Powell v. Bowen, (92 Ill. App. 453)	5729	Powers v. Philadelphia, (18 Pa. Super. Ct. 621)	5508
Powell v. Bullis, (221 Ill. 279) 1229, 1239,	1255	Powers v. Springfield, (34)	4321
Powell v. Burger, (91 Ind. 66) 2963		Powers v. Wood, (1 285)	699
Powell v. Columbia, (154 Mo. App. 239)	4263, 4269	Powers v. Yonkers, (145)	4162
Powell v. Commonwealth, (114 Pa. St. 265)	1394	Poyer v. Des Plaines (App. 576)	2223
Powell v. Duluth, (91 2) 3, 3866		Poyer v. Des Plaines, (122 Ill. 111)	5197
Powell v. Eldred, (39 M 2) 956		Poythress v. Mobile & O. R. Co., (2 Miss. 633)	2447
Powell v. Excelsior (138 Mo. App. 121) 11 2, 3961		Praigg v. Western P. & S. Co., (143 Ind. 398)	2993
Powell v. Greensburg, (148) 643, 654, 41 9, 4531		Prairie du Rocher v. Schoenling-Koenigsmark Milling Co., (248 Ill. 57)	2792, 2796
Powell v. Hatch, (100) 2507		Prankard v. C (S. 239)	3949
Powell v. Madison, (1 255)	5, 5026	Pratesi v. Wil (Del. 258)	5331
Powell v. Madison, (34 6) 5, 5027		Prather v. L (Mon. 559) ..	3202
Powell v. Madison, (1 106)	5, 4720	Prather v. Pe (b)	5464
Powell v. Newburgh, (1 N. Y. 234)	2, 1127	Prather v. Sp (549)	2412
Powell v. New York, (Div. N. Y. 421)	1120	Pratt v. Breck (1)	5702
Powell v. Parkersburg, (38 W. Va. 698) 309, 666, 4992, 5016, 5016		Pratt v. Browne, (125 Cal. 649) 426	
Powell v. Pennsylvania, (127 U. S. 678)	1697, 1697	Pratt v. Cohasset, (177 Mass. 488)	5707
Powell v. People, (47 Mich. 108) 2429		Pratt v. Lewis, (39 Mich. 7) 2929, 3922	
Powell v. People, (121 Ill. App. 474)	994	Pratt v. Litchfield, (62 Conn. 113) 1752, 1766,	2062
Powell v. Providence, (127 La. 66)	5247	Pratt v. Luther, (46 Ind. 250) 2719,	4612
Powell v. St. Croix, (46 Wis. 310)	5202	Pratt v. State, (5 Conn. 228) 595	
Powell v. St. Joseph, (21 Mo. 347)	4252	Pratt v. Swan, (16 Utah. 483) 1052	
Powell v. Scranton, (227 Pa. St. 604)	654	Pratt v. Swanton, (15 Vt. 147) 1272	
Powell v. State, (69 Ala. 10) 1748		Pratt Institute v. New York, (99 App. Div. N. Y. 525)	1762
Powell v. Tuttle, (3 N. Y. 396) 1803		Pray v. Jersey City, (32 N. J. L. 394)	5592
Powell v. Wytheville, (95 Va. 72)	5576	Pray v. Northern Liberties, (21 Pa. St. 69)	4489
Powelton Ave., In re, (11 Phila. Pa. 447)	4047, 4050	Preachers Aid Society v. Rich, (46 Me. 553)	571
Powelton Ave., In re, (32 Leg. Ind. 82)	4067		
Power v. Detroit, (129 Mich. 30) 4470			

TABLE OF CASES.

6061

(References are to Pages.)

Preble v. Bangor, (84 Me. 115)	887, 5104	Price v. Kirk, (30 Pa. St. 47)	955
Preble v.	1)	Price v. People, (193 Ill. 114)	1533, 2195
1852, 1	19, 4626	Price v. Plainfield, (40 N. J. L.	13, 2225
Predue v.	719	608)	1293
Prell v. A	6)	Price v. R. Co., (13)	1250
1837, 1	19, 2530	Price v. Seattle, (39	5) 2228
Prendergast	10,	Price v. Stratton, (4	1)
App. 18	51, 4555	Price v. Thompson, (	51,
Prentice v	4) 1192	1964, 2513, 2515,	16, 5368
Prentiss	28,	Price v. Toledo, (25 C	59, 4487
40) ...	13, 5716	617)	78)
Prentiss	0,	Prichard v. Thompson	Y.
(22 Wk	8) 2287	78)	2506
Presbyter	7,	Prickett v. Marcelline, (65 Fed.	4916
N. Y. 500)	3919	469) 4733, 4439, 4808, 4833,	5709
Presbytery, <i>in re</i> , (9 Daly, N. Y.	2956	Prudeau v. Mineral Point, (48	1947
116)	1411, 2029	Wisc. 518)	1954
Presbyterian Church v. New	1965	Priest v. Lawrence, (16 Mo. App.	5577
York, (5 Cow. N. Y. 528)	2205, 5210	409)	4822
Prescott v. Edwards, (117 Cal.	578, 586, 4759	Priestly v. Watkins, (62 Miss.	1077
298)	5107	798)	1131
Prescott v. Gonner (34 Ia. 176)	2261	Prime v. Yonkers, (192 N. Y.	5337
578, 586, 4759	4990	105) 5427, 5554, 5569,	4482
Prescott v. State, (19 Ohio St.	4810, 4824, 4916	Primm v. Belleville, (59 Ill. 142)	1074, 1077
184)	5212	Primm v. Carondelet, (28 Mo. 22)	175)
President, <i>etc.</i> v. White's Lessee,	2612	Prince, <i>in re</i> , (25 Up. Can. Q. B.	285)
(6 Pett. U. S. 431)	5527	Prince v. Boston, (148 Mass. 285)	974, 5217, 5337
Presidio v. City Nat. Bank, (29	5279	Prince v. Boston, (111 Mass. 226)	4267, 4482
Tex. Civ. App. 511)	15	Prince v. Crocker, (168 Mass.	347) .. 279, 517, 523, 904, 2546,
Presidio v. Noel Young Bond &	2, 4276	2840, 2903, 4008, 4204, 4590,	5217
Stock Co., (212 U. S. 58) 4804,	5944	Prince v. Fresno, (88 Cal. 407)	1114
4810, 4824, 4916	5, 2866	Prince v. Lynn, (149 Mass. 193)	5436
Press Publishing Co. v. Holahan,	4, 1681	Prince v. McCoy, (40 Ia. 523)	2346
(29 Misc. R. N. Y. 634)	3905	Prince v. Quincy, (128 Ill. 443)	4747, 4750
Press Publishing Co. v. Pitts-	4312	Prince v. Quincy, (105 Ill. 138)	4709
burgh, (207 Pa. 622)	4949	Prince v. Quincy, (29 Ill. App.	4710
Pressman v. Dickson City, (12	4373, 4381	490)	1074
Pa. Super. Ct. 226)	1093	Prince v. Skillin, (71 Me. 261)	1637
Preston v. Board of Education,	2587	Prince and City of Ottawa, <i>in</i>	1637
(124 Ia. 355)	1289	<i>re</i> , (25 Up. Can. Q. B. 175)	615
Preston v. Cedar Ra	3247	Prince George v. Blandensburg,	1720
Iowa, 71) 1236, 1265, 1	2063	(51 Md. 466)	4213, 5554
Preston v. Chicago, (34	4464	Princess Amusement Co. v.	2305
Preston v. Detroit, (1	2097	Metzer, (169 Ind. 276)	5169
589)	1222	Princeton v. Gieske, (93 Ind. 103)	3238
Preston v. Finley, (72	924	Princeton v. Gustavson, (241 Ill.	3231
Preston v. Likes, B	1283	566) 2311, 2312, 2305,	5031
& Co., (103 Md. 191)	2390	Princeton v. Mount, (29 N. J. L.	2646
Preston v. Roberts, (75 Ky. 12	1223	299)	1671, 2148
Bush. 570)	2097	Princeton v. Templeton, (71 Ill.	5224
Preston v. Roberts, (5 Ky. L.	1223	68)	4463
Rep. 57)	924	Princeville v. Anten, (77 Ill. 225)	1080
Preston v. Rudd, (84 Ky. 150)	1283	2515, 2537, 2267, 2264,	5478
4373, 4381	2390	App. 588)	979
Preston v. United States, (27 Fed.	1223	Prindville v. Jackson, (79 Ill.	4950, 4967
417)	924	337)	
Preston v. West Beach, (195	1283	Prindle v. Campbell, (9 Minn.	
Mass. 482)	2390	212)	
Preston and Manvers, <i>in re</i> ,	1223	Prindle v. Evanston (224 Ill. 245)	
(21 U. C. Q. B. 626)	2390	Pringle, <i>in re</i> , (67 Kan. 264)	
Prestonburg v. Floyd, (23 Ky.	1223	Pringle v. Guild, (118 Fed. 655)	
L. Rep. 1157)	2390	Prior v. Buehler, <i>etc.</i> Const. Co.,	
Pretz's Appeal, (35 Pa. St. 249)	1223	(170 Mo. 429) 2022, 2025, 4279,	
Pretzinger v. Sunderland, (63	2390	4290, 4291, 4401,	
Ohio St. 132)	1223	Pritchard v. Bangor, (13 App.	
Prewitt v. M. K. & T. Ry. Co.,	924	Cas. 241)	
(124 Mo. 615) 1821, 2090,	1283	Pritchard v. Georgetown, (Fed.	
Presinger v. Harness, (114 Ind.	2390	Cas. No. 11,427)	
491)	1223	Pritchard v. Keafer, (53 Ill. 117)	
Price v. Baker, (41 Ind. 572)	924	Pritchard v. Magoun, (109 Ia.	
Price v. Beale, (5 Pa. County Ct.	1283	264)	
Rep. 491)	2390		
Price v. Breckenridge, (92 Mo.	1223		
278)	924		
Price v. Brock, (79 N. C. 400)	1223		
1010, 1011, 1213			

(References -re to Pages.)

Pritchett v. Stanislaus, (73 Cal. 310)	815, 857, 5189
Pritz, <i>Es parte</i> , (9 Ia. 30) 364, 370, 431, 432, 497, 497, 772, 1482	
Privett v. Whitaker, (73 N. C. 554)	1169
Probasco v. Moundville, (11 W. Va. 501)	5016
Probert v. Girard Inv. Co., (156 Mo. App. 244)	4181, 4161
Proctor v. Blackburn, (28 Tex. Civ. App. 351)	1052, 1219
Proctor v. Lewiston, (25 Ill. 153)	2209
Proctor v. Stone, (158 Mass. 564)	1172, 1172
Proprietors, etc. v. Horton, (6 Hill. N. Y. 501)	260
Proprietors, etc. v. Hovey, (21 Pick. Mass. 417)	582
Proprietors of Locks, etc. v. Lowell, (7 Gray Mass. 222) ..	5562
Proprietors of Mt. Auburn Cemetery v. Cambridge, (150 Mass. 12)	4432
Proprietors of Swan Point Cemetery v. Tripp, (14 R. I. 199) ..	4492
Prospect Brewing Co.'s Petition, (127 Pa. 523)	5294
Prospect Park, <i>In re</i> , (5 Thomp. & C. 188)	4394
Prospect Park Borough, <i>In re</i> , (166 Pa. St. 502)	222
Prospect Park, etc. R. Co. v. Williamson, (91 N. Y. 552) ..	2140
Prosser v. Ottumwa, (42 Ia. 509) ..	5652
Prosser v. Wapello County, (18 Ia. 327)	502, 394
Protestant Episcopal Public School, <i>In re</i> , (40 Haw. Pr. N. Y. 198)	2941
Protestant Episcopal School, <i>In re</i> , (75 N. Y. 224)	825
Protestant Foster Home v. Newark, (36 N. J. L. 478)	4410
Prout v. Pittsfield Fire Dist., (154 Mass. 450) 812, 962, 980, 981, 5045, 5146, 5173	
Providence v. Miller, (11 R. I. 272)	569, 2613, 2756
Providence v. Providence Elec. L. Co., (122 Ky. 237)	2624, 4689
Providence v. St. John's Lodge, (2 R. I. 46)	2631
Providence v. Union R. Co., (12 R. I. 473) 1780, 1786, 1792, 2452	
Providence & A. Turnpike, etc. Co. v. Scranton, (175 Pa. St. 290)	3396
Providence Retreat v. Buffalo, (53 N. Y. S. 1113)	4508
Provident Institution for Savings v. Allen, (87 N. J. Eq. 36) ..	4292
Provident Institution v. Jersey City, (112 U. S. 506)	2867, 4498
Provident Life & Trust Co. v. Mercer County, (170 U. S. 593) ..	872, 4874
Provident Trust Co. v. Spokane, (63 Wash. 92)	2215, 2222
Provine v. Seattle, (59 Wash. 681)	5296, 5476
Provost v. New Charter Water Co., (162 Pa. St. 275)	2596
Powell v. Waterloo, (144 Ia. 689)	5486, 5490, 5492
Pruden v. Alden, (23 Pick. Mass. 184)	1271
Prudent v. Love, (67 Ga. 190) ..	1169, 2001
Prudden v. Lindale, (39 N. J. Eq. 615)	2222
Pruitt v. Hannibal, etc. R. Co., (62 Mo. 527)	4285
Pryor, <i>In re</i> , (56 Kan. 724)	2722
Pryor v. Kansas City, (152 Mo. 125)	2569
Pryor v. Rochester, (166 N. Y. 548)	1129
Pryor v. Rochester, (68 N. Y. S. 26)	1029
etc. R. Co., 19)	2610
94 Ill. 125)	1614
14 Ill. App.	1094
Memphis, 1525, 2636, 5354	
eltzer, (116)	1006
<i>In re</i> , (52)	3281
64 N. J. L.	2693
Alleghany 0 Md. 449)	4377
es v. Tay- 618)	1779
v. Ameri- (67 N. J.	2572, 2772
v. De Grote, 1784, 2275, 2286, 2520	
Public Works Co. v. Old Town, (102 Me. 304)	2677
Public Works Board v. Watertown, (67 Hun. N. Y. 190)	972
Pueblo v. Robinson, (12 Colo. 593)	4241, 4455, 4462
Pueblo v. Smith, (3 Colo. App. 286)	5650, 5676
Pueblo v. Stanton, (45 Colo. 523)	627, 637, 650, 730
Pueblo v. Strait, (20 Colo. 12) ..	4219, 4222
Pueblo v. Winters, (47 Colo. 255) ..	4087
Puffer v. Orange, (122 Mass. 389) ..	5705
Pugh v. Bowden, (54 Fla. 302) ..	5107, 5110
Pugh v. Cincinnati Edison E. L. Co., (19 Ohio Cir. Ct. Rep. 594)	5222, 5245
Pugh v. City & Suburban Tel. Ass'n., (8 Ohio Dec. 644)	2657
Pugh v. Little Rock, (25 Ark. 75)	1845, 1846, 4757
Pugh v. School Dist., (114 Mo. App. 683)	1266
Pulaski Co. v. Shields, (120 Ind. 6)	2720
Pulaski Heights Sewage Co. v. Loughborough, (95 Ark. 264) ..	2053
Pullen v. Raleigh, (68 N. C. 451) ..	2194, 4995
Pullen v. Smith, (26 Ohio Cir. Ct. Rep. 549)	4025, 5217
Pullman v. Houston, (Tex. Civ. App. 1910, 125 S. W. 69) ..	2248, 2271
Pullman v. Hungate, (8 Wash. 519)	242, 251
Pullman v. Kansas, (216 U. S. 56)	2212
Pullman v. New York, (54 Barb. N. Y. 169)	2572
Pullman's Palace Car Co. v. Pennsylvania, (141 U. S. 18) ..	1687
Pullman Palace Car Co. v. State, (54 Tex. 274)	2222
Pullman Southern Car Co. v. Nolan, (22 Fed. 276)	2207
Pumphrey v. Baltimore, (47 Md. 146)	279, 522, 2902
Pulver v. State, (52 Neb. 446) ..	1455

TABLE OF CASES.

6063

(References are to Pages.)

Pundman v. St. Charles Co., (110 Mo. 594)	2789
Punsky v. New York, (114 N. Y. S. 66)	5568, 5570
Purcell v. East Grand Forks, (91 Minn. 486)	4646, 4651, 4651
Purcell v. Long Island City, (91 Hun. N. Y. 371)	1222
Purcell v. Parks, (82 Ill. 346)	1151
Purcell v. Riebe, (227 Pa. 508)	5741, 5751
Purden v. Cincinnati, (2 Ohio Dec. 200)	2954
Purdy v. Drake, (17 Ky. L. Rep. 819)	4562
Purdy v. Independence, (75 Ia. 356)	1153
Purdy v. Lansing, (122 U. S. 557)	4848
Purdy v. People, (4 Hill, N. Y. 384)	264
Purdy v. Sinton, (56 Cal. 133)	2278
Purinton v. Somerset, (174 Mass. 556)	4250
Purnell v. McLane, (98 Md. 539)	3369, 3375, 3377, 3388
Purple v. Greenfield, (128 Mass. 1)	2041
Puterbaugh v. Wadham, (162 Cal. 611)	5231
Putnam v. Boston & P. R. Co., (182 Mass. 251)	2996
Putnam v. Grand Rapids, (58 Mich. 416)	4373, 4684, 5347
Putnam v. Langley, (123 Mass. 304)	1021
Putnam v. Walker, (37 Mo. 600)	3200, 3202
Putney v. Dummerston, (12 Vt. 370)	5086
Puyallup v. Lacey, (43 Wash. 110)	2036, 2130
Pyburn v. Kansas City, (166 Mo. App. 150)	5718
Pye v. Mankato, (36 Minn. 372)	2895, 5527, 5534, 5577
Pye v. Peterson, (45 Tex. 212)	2081
Pylant v. Purvis, (87 Miss. 433)	5624
Pymm v. New York, (97 N. Y. S. 1108)	5170

Q

Quackenbush v. Slayton, (Wis. 139 N. W. 715)	5582
Quackenbush v. Wisconsin, etc. R. Co., (62 Wis. 411)	1685
Quackenbush v. Yankton, (126 Fed. 991)	5187
Quaker City Nat. Bank v. Nolan, (66 Fed. 383)	4831
Quaker City Nat. Bank v. Tacoma, (27 Wash. 259)	4767, 4769
Quakertown, In re, (3 Grants Cases, 203)	235, 239
Qualey v. Brookings, (18 S. D. 531)	651, 658
Quannah v. White, (38 Tex. 14)	703, 703
Quarles v. Kansas City, (128 Mo. App. 45)	5697
Quarles v. Sparta, (2 Tenn. Ch. App. 714)	4042
Quartlebaum v. State, (79 Ala. 1)	2202
Queen v. Bailiffs of Ipswich, (2 Ld. Raym. 1232)	566
Queen v. Churchwardens, (L. R. 1 App. Cas. 511)	1025
Queen v. Jarvis, (3 F. & F. 108)	2135
Queens v. New York, (48 App. Div. N. Y. 237)	706

Queen v. Osler, (22 Up. Can. Q. B. 324)	1429
Queen v. Waterhouse, (26 L. T. N. S. 761)	1965
Queen City Tel. Co. v. Cincinnati, (72 Ohio St. 64)	2622
Queens County Water Co. v. Monroe, (82 N. Y. S. 610)	1084, 5219
Queen St., In re, (18 Pa. Super. Ct. 241)	4023
Queensbury v. Culver, (19 Wall. U. S. 83)	4920
Quick v. River Forest, (120 Ill. 328)	4509, 4510
Quicksall v. Philadelphia, (177 Pa. 301)	3236, 3242
Quiddy v. Vinyard, (60 Mo. App. 616)	4427
Quigley v. Aurora, (50 Ind. 28)	2205, 2307, 2427
Quill v. Indianapolis, (124 Ind. 292)	4183, 4283, 4701, 4707, 4724
Quill v. New York, (55 N. Y. S. 5400)	5437
Quill v. People, (20 N. Y. 19 R. I. 571)	2449
Quill v. Hun, (334)	4182
Quill v. re Gas Trust	3806, 3829
Quill v. of Trustees,	4532, 5210
Quill v. (30 Ill. 185)	2382
Quill v. (148 Mass.)	2396
Quill v. 106 Ill. 327)	2215, 2785,
Quill v. 71, 2497, 2532,	5192
Quill v. etc. R. Co.,	2476
Quill v. etc. R. Co.,	34, 3426, 3429, 3476
Quill v. 07 U. S. 549)	4871
Quill v. (151 Mass.)	1962
Quincy v. O'Brien, (24	2050
Quincy v. Quimby, (38	1567
Quincy v. United States	4989
Quincy v. Warfield,	4923
Quincy, etc. R. Co. v.	4649
Quinette v. St. Louis,	1416, 1732, 1797
Quinlan v. Green, (205 U. S. 410)	4872
Quinlan v. Green, (157 Fed. 33)	4863
Quinlan v. Kansas City, (104 Mo. App. 616)	5698
Quinlan v. New York, (102 N. Y. S. 1012)	5647
Quinlan v. Philadelphia, (205 Pa. 309)	5771
Quinlan v. Russell, (15 Jones & S. 47 N. Y. S. Ct. 212)	4166
Quinn, In re, (152 N. Y. 89)	1049
Quinn v. Allen, (85 Ill. 89)	2555
Quinn v. Anderson, (70 Cal. 454)	3244, 3252
Quinn v. Baage, (133 Ia. 426)	2974, 5166
Quinn v. Cambridge, (187 Mass. 507)	4442
Quinn v. Columbia, (162 Mo. App. 511)	4240
Quinn v. Cumberland, (162 Pa. St. 55)	801, 932
Quinn v. Helsel, (40 Mich. 576)	2320, 2321
Quinn v. James, (174 Mass. 33)	4436

(References are to Pages.)

Quinn v. Lowell Electric Light Corp., (140 Mass. 106)	2279	Railroad Co. v. Bloom, (71 Miss. 247)	2108
Quinn v. Middlesex Elec. Light Co., (140 Mass. 109)	2287	Railroad Co. v. Engle, (70 Ill. 217)	1837
Quinn v. New York, (44 How. Pr. N. Y. 266)	402	Railroad Co. v. Faribault (22 Minn. 167)	2022
Quinn v. New York, (45 N. Y. S. 7)	4162	Railroad Co. v. Georgia, (98 U. S. 359)	2261
Quinn v. New York, (120 N. Y. S. 1048)	5626	Railroad Co. v. Husen, (95 U. S. 465)	1760
Quinn v. 1	4217	Railroad Co. v. Maine, (96 U. S. 422)	1770
Quinn v. 1	5772	Railroad Co. v. Marion (26 Mo. 294)	1252
Quinn v. 3	2506	Railroad Co. v. Montana etc. R. Co., (15 Mont. 504)	3111
Quint v. H	249	Railroad Co. v. Philadelphia (101 U. S. 522)	2557
Quint v. M	1844	Railroad Co. v. Philadelphia, (6 Phila. Pa. 226)	2022
Quintard v. Y. S. 304)	5101	Railroad Co. v. Richmond, (96 U. S. 521)	2026
Quintini v. Bay St. Louis, (64 Miss. 422)	2022	Railroad Co. v. Roseville, (76 Ohio St. 108)	2211
Quinton v. Burton, (61 Ia. 417)	2000	Railroad Co. v. Veazie, (29 Me. 571)	1770
Quirk v. Seattle, (28 Wash. 35)	4221	Railroad Com'rs of Louisiana v. Cumberland Tel. & Tel. Co., (212 U. S. 414)	2762
Quong Wing v. Kirkendall, (29 Mont. 64)	2227	Railroad Nat. Bank v. Lowell, (109 Mass. 214)	4622
Quong Woo, in re, (7 Sawyer, U. S. 526)	2202	Rainey v. Hinda, (78 Miss. 208)	2106
Quong Woo, in re, (12 Fed. 229)	2212	Rains v. Oshkosh, (14 Wis. 272)	5172
R			
Raab v. State, (7 Md. 422)	592	Rainsburg v. Eyan, (127 Pa. St. 74)	4231
Rabassa v. New Orleans, (2 Mart. La. 212)	5061	Ralston & Burnat v. Holden, (15 Ohio St. 207)	1610
Raborn v. Mish, (12 Wash. 167)	1494	Ralsch v. San Francisco (80 Cal. 1)	4161
Rabbit, in re, (47 Kan. 222)	2447	Raker v. Maquen, (9 Ill. App. 155)	2222
Race Horse, in re, 176 Fed. 598)	1827	Rakowsky v. Duluth, (44 Minn. 122)	2964
Racine v. Crotzenberg, (61 Wis. 421)	2227	Raleigh v. Dougherty, (3 Humph. Tenn. 11)	2162
Racine v. Morris, (126 N. Y. App. Div. 467)	495	Raleigh v. Peace, (110 N. C. 22)	4626
Rackliff v. Greenbusch, (92 Me. 99)	259	Raleigh v. Salt Lake City, 17 Utah 120)	5024
Rackliffe v. Duncan, (126 Mo. App. 695)	4417	Raleigh v. Sorrell, (1 Jones 46 N. C. 49)	2157
Radeliff's Ex'rs v. Brooklyn, (4 N. Y. 195)	4222	Raley v. Umatilla, (15 Ore. 172)	2422
Radebaugh v. Plain City, (11 Ohio Dec. 612)	2222	Raley v. Warrentown, (120 Ga. 265)	1076
Rader v. Southeastern Road Dist., (26 N. J. L. 275)	540	Ralls v. Douglas, (105 U. S. 722)	262
Radford v. Clark, (72 S. E. 571)	5644	Rails County Court v. United States, (105 U. S. 722)	4252
Radford v. Heth, (100 Va. 16)	4676	Ralph v. Atlantic Highlands, (64 N. J. L. 721)	1722
Radichell v. Kendall, (121 Wis. 560)	5679	Ralpho v. Moore (62 Pa. St. 404)	5731
Radley v. Knepfly, (Tex. Civ. App. 1910, 124 S. W. 447)	2070	Ralston v. Weston, (46 W. Va. 544)	5166
Radnor Twp. v. Bell, (27 Pa. 302)	302	Ramagnano v. Crook, (25 Ala. 226)	5222
Rae v. Flint, (51 Mich. 526)	4624	Rambin v. Buckman, (9 Ore. 252)	1174
Rae v. New York, (22 N. Y. Super. Ct. 122)	4624	Ramian v. Hartwell, (126 Cal. 442)	4726
Raeder v. Bensberg, (6 Mo. App. 445)	265	Ramsay v. Clinton County, (92 Ill. 226)	5166
Rafferty v. Central Traction Co. (147 Pa. St. 579)	2616	Ramsay v. Marble Rock, (122 Ia. 7)	5172
Rafferty v. Missouri Pacific Ry. Co., (91 Mo. 38)	2026	Ramsay v. Bort P. Lewis Co., (22 Minn. 290)	4222
Ragan v. McElroy, (98 Mo. 249)	2462	Ramsay v. Field, (115 Mo. App. 620)	2911
Ragan v. McCoy, (28 Mo. 256)	2200		
Rahrer, in re, (140 U. S. 645)	1622		
Raht v. Southern R. Co. (Tenn. Ch. App. 1897, 50 S. W. 72)	2972		
Rahway v. New Jersey Board of Health, (80 N. J. L. 169)	2042		
Rahway Gaslight Co. v. Rahway, (52 N. J. L. 510)	1742		
Rahway Sav. Inst. v. Rahway, (52 N. J. L. 48)	4927		

TABLE OF CASES.

6065

(References are to Pages.)

Ramsey v. Hayes, (187 N. Y. 367)	1101, 5055	Rapp v. Cincinnati R. Co., (9 Ohio Dec. 302)	3433
Ramsey v. Hayes, (112 App. Div. N. Y. 442)	1100	Rapp v. Stratton, (41 Wash. 263)	2972
Ramsey v. Heenan, (2 Minn. 330)	1493	Raritan etc. R. Co. v. Delaware & Raritan Canal Co., (18 N. J. Eq. 546)	3412
Ramsey v. Lewis (72 Minn. 87)	4384, 4460, 4461	Rasch v. Nassau E. R. Co., (198 N. Y. 355)	3620
Ramsey v. People, (142 Ill. 380)	1979	Rash v. Farley, (12 Ky. L. Rep. 913)	1682
Ramsey v. Shelbyville, (119 Ky. 180)	4688, 4950, 4955, 5345	Rash v. Madisonville, (148 Ky. 154)	4698
Ramson v. New York, (24 Barb. N. Y. 226)	1091, 2593	Rathbone v. Hopper, (57 Kan. 240)	4823
Ranck v. Cedar Rapids, (134 Ia. 563)	3158	Rathbone v. Kiowa, (73 Fed. 395)	4894
Rand v. Wilder, (11 Cush. Mass. 294)	1272, 1275	Rathbone v. Kiowa, (83 Fed. 125)	4913
Randal v. Elder, (12 Kan. 257) ..	3320	Rathbone v. Wirth, (150 N. Y. 459) ...	208, 335, 405, 557, 974, 990
Randall v. Brigham, (7 Wall. U. S. 523)	1197	Rathbun v. Acker, (18 Barb. N. Y. 393)	1521, 3922
Randall v. Eastern R. Co. (106 Mass. 276)	5716	Rathbun v. Sawyer, (15 Wend. 451)	5214
Randall v. Jacksonville St. R. Co., (19 Fla. 409)	3617	Rathbun v. State, (15 Ida. 273) ..	2554
Randall v. Schweikart, (115 Mich. 386)	1310	Raton Waterworks Co. v. Raton, (9 N. M. 70)	2569, 4648, 4735, 4747, 4771, 4774, 4986
Randall v. Van Vechten, (19 Johns. N. Y. 59)	579, 2748	Rau v. Little Rock, (34 Ark. 303)	1138, 1746, 1748
Randell v. Bridgeport, (62 Conn. 440)	5029	Rauch v. Chapman, (16 Wash. 568)	4705
Randle v. Pacific Ry. Co., (65 Mo. 325)	2095	Raucher v. Frost, (Tenn. 53 S. W. 318)	331
Randolph v. Bar Harbor Water Co., (87 Me. 126)	3781	Rauenstein v. New York etc. R. Co., (136 N. Y. 528)	4229
Randolph v. Bayue, (44 Cal. 866)	1307, 4550	Rauer v. Lowe, (107 Cal. 229) ..	4116, 4171, 4490
Randolph v. Gawley, (47 Cal. 458)	4027	Rauer v. Williams, (118 Cal. 401)	316, 465, 485
Randolph v. Wood, (49 N. J. L. 85)	462, 479, 1602	Rauh v. Public Park Com'rs (66 How Pr. N. Y. 368)	963, 972
Ranger v. New Orleans, (Fed. Cas. No. 11, 564) ..	4805, 4924, 5031	Rausch v. United Brethren Church, (107 Ind. 1)	4420
Ranken v. McCallum, (25 Tex. Civ. App. 83)	697, 709	Ravenna v. Pennsylvania Co. (45 Ohio St. 118)	2088, 2099, 2100
Ranken v. St. Louis & B. Suburban R. Co., (98 Fed. 479) ..	3618, 3619	Ravenscraft v. Elaine, (5 Idaho 178)	2590
Rankin v. Jauman, (4 Idaho 394)	1267	Ravenswood v. Flemings, (22 W. Va. 52)	882
Rankin v. Henderson, (9 Ky. L. Rep. 361)	2225	Ravenswood, etc. R. Co. v. Ravenswood, (41 W. Va. 732) ..	874
Rankin v. Smith, (63 Ill. App. 522)	5620	Rawlins v. Murphy, (115 Pac. 436)	4262, 4263
Ranlett v. Lowell, (126 Mass. 431)	3060, 3062	Rawls v. Tallahassee Hotel Co., (43 Fla. 288)	2818
Ranney v. Bader, (67 Mo. 476) ..	1712, 1713, 5202, 5315, 5363, 5365	Rawson v. Chicago, (185 Ill. 87)	4058, 4067, 4084, 4499
Ransberry v. Keller, (9 Pa. Co. Ct. R. 299)	3403	Rawson v. Des Moines, (133 Ia. 514)	4416
Ransom v. Belvidere, (87 Ill. App. 167)	5736	Rawson v. New York, (4 Abb. Pr. N. Y. 342)	1089
Ransom v. Boal, (29 Ia. 68)	2513, 2551	Rawson v. School Dist., No. 5, (7 Allen, Mass. 125)	2485
Ransom v. Boston, (192 Mass. 299)	1130, 1230	Rawson v. Spencer, (113 Mass. 40)	699
Ransom v. Boston, (193 Mass. 537)	1259	Raxedale v. Seip, (32 La. Ann. 435)	4413
Ransom v. Boston, (196 Mass. 248)	1131, 1134, 1230	Ray v. Bently, (43 Mo. 236)	277
Ransom v. Burlington (111 Ia. 77)	4506	Ray v. Colby & Tenney, (6 Neb. [Unof.] 151)	1455
Ransom v. Citizens' Ry. Co., (104 Mo. 375)	3469, 3472	Ray v. Manchester, (46 N. H. 59)	5682
Ransom v. New York, (Fed. Cas. No. 11,573)	5460	Ray v. Poplar Bluff, (70 Mo. App. 252)	5706
Ranson v. Sault Ste. Marie, (143 Mich. 661)	3096, 3890	Ray v. St. Paul, (40 Minn. 458) ..	5616
Rapid R. Co. v. Mt. Clemens, (118 Mich. 33)	3447	Ray v. St. Paul, (44 Minn. 340) ..	5580
Rapid Transit R. Comr's, In re, (197 N. Y. 81)	2836, 2854	Ray v. School District No. 9, (21 Okla. 88)	4680, 4694
Rapid Transit Subway Construction Co. v. Coler, (121 App. Div. N. Y. 250)	3443	Ray v. Wilson, (29 Fla. 342)	5269
		Raymond, In re, (21 Hun. N. Y. 229)	4109

(References are to Pages.)

Raymond v. Cleveland, (42 Ohio St. 522)	312	Reaume v. Chambers, (22 Mo. 26)	36
Raymond v. Fish, (51 Conn. 80)	1941	Rebenack, <i>In re</i> , (62 Mo. App. 8)	1926 5200
Raymond v. Keneberg, (84 Wis. 302)	2838	Reed v. Weber, (142 Ky. 157) ..	2248
Raymond v. Lowell, (6 Cush. 524)	5626, 5686, 5756	Rece v. Newport, etc. Co., (32 West Va. 164)	575
Raymond v. People, (2 Colo. App. 329)	4758	Rector v. Board of Improvement, (50 Ark. 116)	3998
Raymond v. Rutherford, (55 N. J. L. 441)	4429, 4431	Rector v. Christy, (114 Ia. 471)	2974
Raymond v. Wichita, (70 Kan. 523)	2799, 2808, 2809, 2815, 3288	Rector v. State, (6 Ark. 187) ..	3294, 3370
Rayner v. Nugent, (60 Md. 515) ..	1940	Red v. Augusta, (25 Ga. 236) ..	1246
Raynolds v. Cleveland, (24 Ohio Cir. Ct. R. 215)	2832, 3386, 3440, 5836	Red Bluff v. Walbridge, (15 Cal. App. 770)	2817, 2972
		Red River Bridge Co. v. Clarksville, (1 Sneed, 3 Tenn. 176) ..	3126
		Red River Furnace Co. v. Tennessee Cent. R. Co., (113 Tenn. 697)	372, 379, 4608, 4625, 4871
		Red River Valley National Bank v. Fargo, (14 N. D. 38)	4193
		Red Rock v. Henry, (106 U. S. 596)	4629
		Red Springs Hotel Co. v. Red Springs, (157 N. C. 137) ..	4652, 4799, 4800, 4802
		Red Star Line Steamship Co. v. Jersey City, (45 N. J. L. 346) ..	1601, 1606, 3585, 3695
		Red Wing v. Chicago, etc. R. Co., (72 Minn. 240)	2099, 4088
		Red Wing Sewer Pipe Co. v. Donnelly, (102 Minn. 192)	4206
		Redd v. Henry, (31 Grat. Va. 695)	4625, 5251
		Reddick v. People, (32 Ill. App. 35)	267, 271
		Redding v. Esplen Borough, (207 Pa. St. 248)	4733
		Redden v. Covington, (29 Ind. 118)	3293, 3403
		Reddy, <i>In re</i> , (132 N. Y. S. 937) ..	5054
		Redell v. Moores, (63 Neb. 219) ..	295, 289, 396, 403, 413, 414, 433, 448, 553, 3903
		Redell v. Omaha, (80 Neb. 178) ..	5137
		Redersheimer v. Bruning, (113 La. 243)	3896, 3922, 3930
		Redersheimer v. Flower, (52 La. Ann. 2082) ..	2646, 2656, 4039, 5253
		Redfield School District v. Redfield Independent School Dist., (14 S. D. 229)	651
		Redfield v. Utica & S. R. Co., (25 Barb. N. Y. 54)	2938
		Redford v. Coggeshall, (19 R. I. 313)	5656
		Redford v. Woburn, (176 Mass. 520)	5687
		Redlands v. Brook, (151 Cal. 474)	4815, 4870
		Redlands L. & C. Domestic Water Co. v. Redlands, (131 Cal. 365)	3732, 3757
		Redman v. Philadelphia, etc. R. Co. (33 N. J. Eq. 165)	4754
		Redondo Beach v. Barkley, (151 Cal. 176)	4007
		Redwood v. Tower, (28 Minn. 45)	1120
		Redwood Cemetery Ass'n v. Baudy, (93 Ind. 246)	3210, 3309
		Redwood City v. Grimenstein, (68 Cal. 512)	1076, 1157
		Reed v. Allegheny City, (79 Pa. St. 300)	5486
		Reed v. Anoka, (85 Minn. 294) ..	825, 2716, 2724, 2725, 2759, 3668, 3687
		Reed v. Bates, (115 Ky. 457) ..	4247
Read v. Camden, (54 N. J. L. 347)	1737, 2787, 4034, 4820		
Read v. Mississippi, (89 Ark. 365)	1658		
Read v. Plattsmouth, (107 U. S. 568)	5164		
Read v. St. Louis, etc. R. Co. (60 Mo. 199)	4285		
Read v. Smith, (32 Ky. L. Rep. 716)	2520		
Readfield Tel. & Tel. Co. v. Cyr. (95 Me. 287)	3543		
Reading v. Bittling, (167 Pa. St. 31)	2247		
Reading v. Consumer's Gas Co., (2 Del. Co. R. 487)	523		
Reading v. Davis, (153 Pa. St. 360)	3181		
Reading v. Heilman, (19 Pa. Super. Ct. 422)	3930		
Reading v. Keppleman, (61 Pa. St. 238)	1779		
Reading v. Krause's Estate, (167 Pa. St. 23)	5018		
Reading v. Lane, (Duke, Ch. Uses p. 261)	5103		
Reading v. O'Reilly (169 Pa. St. 366)	4065		
Reading v. O'Reilly, (1 Woodw. Dec. Pa. 408)	2441, 2443		
Reading v. Reiner, (167 Pa. St. 41)	1700		
Reading v. Savage, (120 Pa. St. 198)	4092		
Reading v. Savage, (124 Pa. St. 328)	487		
Reading v. Shepp, (13 Pa. Co. Ct. R. 624)	4289		
Ready v. New Orleans, (27 La. Ann. 169)	3934		
Ready v. Tuskaloosa, (6 Ala. 327)	5062		
Reamer v. Louisville (6 Ky. L. Rep. 748)	1000		
Reamer v. Nesmith, (34 Cal. 624)	591		
Reardon v. California, (66 Cal. 492)	4221		
Reardon v. St. Louis County, (26 Mo. 556)	2789		

TABLE OF CASES.

6067

(References are to Pages.)

Reed v. Birmingham, (92 Ala. 839).....	2003, 2281, 5198
Reed v. Board of Park Com'rs., (100 Minn. 167).....	3169, 3175
Reed v. Camden, (50 N. J. L. 87).....	1083
Reed v. Cedar Rapids, (137 Ia. 107).....	4026, 4387, 4428, 4581, 4596, 4812, 4813
Reed v. Conway, (20 Mo. 22).....	1168, 1198
Reed v. Cunningham, (126 Ia. 302).....	5232
Reed v. Detroit (99 Mich. 304).....	5610
Reed v. Doty, (Ia. 126 N. W. 151).....	5018
Reed v. Erie, (79 Pa. St. 346).....	2784, 4376
Reed v. Lancaster, (152 Mass. 59).....	1266
Reed v. Louisville, (22 Ky. Law Rep. 1436).....	839, 1517, 1518, 5023
Reed v. Madison, (83 Wis. 171).....	5520, 5643, 5647, 5757
Reed v. Mexico, (101 Mo. App. 165).....	5727
Reed v. Northfield, (12 Pick. Mass. 94).....	2803
Reed v. Orleans, (1 Ind. App. 35).....	1091, 1299
Reed v. Peck, (163 Mo. 333).....	4224, 5393
Reed v. Rockliff-Gibson Const. Co., (25 Okla. 623).....	2643, 2648, 2686
Reed v. Schmit, (29 Hun. N. Y. 223).....	446
Reed v. Stouffer, (56 Md. 226).....	2326
Reed v. Syracuse, (83 Neb. 713).....	5482
Reed v. Tarentum, (213 Pa. 257).....	5437, 5603
Reed v. Woodcliff Borough, (60 Atl. N. J. 1128).....	4061
Reed City v. Reed City Veneer & Panel Works, (165 Mich. 599).....	2734, 5170
Reed's Petition, (12 N. H. 281).....	590
Reedy v. St. Louis Brewing Association, (161 Mo. 523).....	1470, 5693, 5695
Rees v. Chicago, (38 Ill. 322).....	3279, 3286
Rees v. Exposition Society, (2 Pa. Co. Ct. R. 385).....	3229
Rees v. Kranth, (Ky. 120 S. W. 870).....	4360
Rees v. Minneapolis, (105 Minn. 246).....	5063
Rees v. Olmstead, (125 Fed. 296).....	4809, 4891
Rees v. Watertown, (19 Wall. U. S. 107).....	714, 715, 5298
Reese v. Cobb, (Tex. Civ. App. 185 S. W. 210).....	2463
Reeside v. Walker, (11 How. U. S. 272).....	5271
Reetz v. Michigan, (182 U. S. 505).....	2237
Reeve v. Oshkosh, (38 Wis. 477).....	4753, 4775
Reeves v. Anderson, (18 Wash. 17).....	206
Reeves v. Grottendick, (121 Ind. 107).....	4510
Reeves v. Larkin, (19 Mo. 192).....	5543
Reeves v. State, (96 Ala. 33).....	2375
Reeves v. Wood, (8 Ohio St. 332).....	3032, 5575
Reg. v. Aberavon, (11 L. T. 417).....	294
Reg. v. Aberdeen Canal Co., (14 Ad. & E. N. S. 354).....	1813
Reg. v. Banks, (2 N. W. Ter. 81).....	2437
Reg. v. Bawdley, (1 P. W. M. 267).....	713
Reg. v. Boucher, (2 Gal. & D. 737).....	294
Reg. v. Coaks, (3 El. & Bl. 251).....	1080
Reg. v. Flory, (17 Ont. Rep. 715).....	1603
Reg. v. Gravelle, (10 Ont. Rep. 735).....	1572
Reg. v. Haggart, (1 Can. L. J. N. S. 74).....	1001
Reg. v. Hicklin, (L. R. 3 Q. B. 369).....	2127
Reg. v. Howard, (4 Ont. Rep. 377).....	2067, 2068
Reg. v. Hungerford, (11 Mod. 142).....	1016
Reg. v. Huntingdon, (4 Q. B. Div. 522).....	1520
Reg. v. Jim Sing, (4 British Columbia Rep. 335).....	1745
Reg. v. Johnston, (38 Up. Can. J. B. 549).....	1602
Reg. v. Justin, (24 Ont. Rep. 227).....	2040
Reg. v. Listers, (3 Jur. N. S. 570).....	2084
Reg. v. London, (22 Ont. Rep. 326).....	5323
Reg. v. Lundle, (8 Jur. N. S. 640).....	1745
Reg. v. Mason, (28 Ont. Rep. 495).....	995
Reg. v. Mines, (25 Ont. Rep. 577).....	2416
Reg. v. Nunn, (10 Ont. Pr. 295).....	2044, 2161
Reg. v. Parker, (59 J. P. 793).....	2029
Reg. v. Parnell, (14 Cox Cr. Cas. 508).....	2271
Reg. v. Petersky, (4 Brit. Col. Rep. 355).....	1587
Reg. v. Pipe, (1 Ont. Rep. 43).....	1603, 1909, 2084, 2409
Reg. v. Plumber, (30 Up. Can. Q. B. 41).....	2040
Reg. v. Powell, (48 J. P. 740).....	1743, 2044
Reg. v. Richmond, (11 Weekly Rep. 65).....	1036
Reg. v. Robinson, (17 J. B. 466).....	1747
Reg. v. Rose, (53 Can. L. J. N. S. 692).....	995
Reg. v. Saddlers' Co., (32 L. J. Q. B. 237).....	1415, 1742
Reg. v. Stevenson, (3 F. & F. 104).....	2135
Weymouth, (7 Q. B. 45).....	918
Williams, (1 Salk. 884).....	2396
In v. Atlanta, (98 Ga. 3946, 3948).....	4543
v. New York, (91 N. Y. 416, 5722).....	5724
v. New York, (99 N. Y. 1379).....	1379
v. Hill, (243 Ill. 140).....	3223
East Newark, (73 N. J. 20).....	3258, 3259, 5329
Jersey City, (71 N. J. 1).....	3257, 3258
v. Newburgh, (28 N. Y. 5696).....	5696
v. Cropsey, (130 N. Y. 5054).....	5054
State, (53 Ga. 73).....	1860, 2294
Milling Co. v. Freeburg, (217 Ill. 384).....	3258, 3302, 3306, 3314, 3315
Reid v. Atlanta, (73 Ga. 523).....	5550
Reid v. Board of Education, (73 Mo. 295).....	2539, 3226, 3268, 3232
Reid v. Chicago, (83 Ill. App. 554).....	2772
Reid v. Clay, (184 Cal. 207).....	4126, 4127
Reid v. Greene, (156 Ala. 640).....	2426

(References are to Pages.)

Reid v. Moulton, (51 Ala. 355)	1025	Reno v. St. Joseph, (169 Mo. 642)	5697
Reid v. Norfolk R. Co., (94 Va. 117)	3619	Reno Water Land & Light Co. v. Osborn, (35 Nev. 53)	4135
Reid v. Stevens, (126 N. Y. S. 379)	1609	Rens v. Grand Rapids, (73 Mich. 237)	2652, 4102, 4168, 4175, 4182, 4184
Reid v. Trowbridge, (78 Miss. 542)	2637, 2714, 2724, 3423, 3673, 3675, 5340	Rensselaer v. Leopold, (106 Ind. 29)	3992, 3004, 4211
Reid v. Wiley, (46 N. J. L. 473)	258	Rents v. Detroit, (48 Mich. 544)	4533
Reid v. Wood, (102 Pa. St. 212)	2442	Rhodes v. Rochester, (45 N. Y. 129)	1372, 2316, 2296, 5569, 5623
Reidy v. New York, (185 N. Y. 141)	1109	Respublica v. Arnold, (3 Yeates Pa. 417)	2790
Reiff v. Conner, (10 Ark. 241)	1348	Respublica v. Dallas, (3 Yeates Pa. 360)	2301
Reiger v. Beaufort, (70 N. C. 319)	926	Respublica v. Duquet, (3 Yeates Pa. 493)	2062
Reighard v. Flinn, (133 Pa. St. 355)	1714, 2518, 2521, 2659	Ressegicu v. Sioux City, (94 Ia. 543)	4259
Reilly, Jr. ports, (85 Cal. 622)	2238	Reubelt v. bliesville,	5082
Reilly v. Chouquette, (18 Mo. 230)	2527	Reuter v.]	2974
Reilly v. Elliott, (1 Del. Co. Pa. 77)	4498	Reuter v.]	
Reilly v. Fort Dodge, (118 Ia. 632)	4231	(Ky. 191)	1229
Reilly v. New York, (111 N. Y. 473)	3710	Reuter v. F	5036
Reilly v. New York, (7 N. Y. St. Rep 61)	2687	Reuting v. St. 512)	5195
Reilly v. New York, (57 Hun. N. Y. 588)	410	Revenus, e	2704
Reilly v. New York, (54 N. Y. Super. Ct. 463)	4017, 4019	Revere Water Co. v. Winthrop, (192 Mass. 455)	2829
Reilly v. Philadelphia, (8 Phila. Pa. 228)	3919	Revis v. Raleigh, (150 N. C. 348)	5703
Reilly v. Philadelphia, (60 Pa. St. 467)	4108	Rex v. Abingdon, (2 Salk. 432)	2259
Reilly v. Racine, (51 Wis. 526)	1502, 2977, 3277, 3340	Rex v. Allgood, (7 Term Rep. 746)	1287
Reimer's Appeal, (100 Pa. St. 132)	2097	Rex v. Amery, (2 Term Rep. 221)	5252
Reinhardt v. Buffalo, (15 N. Y. S. 844)	4267	Rex v. Ashwell, (12 East 22)	1766
Reinhardt v. Holmes, (148 Mo. App. 212)	368	Rex v. Atkins, (3 Mod. 3)	1282
Reinhardt v. South Easton, (Pa. 4 Atl. 532)	5620	Rex v. Babb, (3 Term Rep. 579)	1285
Reining v. N. Y.	5129, 5165	Rex v. Bangor Corporation, (13 Q. B. D. 349)	1077, 1080
Reining v. Co., (128 J	3891	Rex v. Barlow, (2 Salkeld, 609)	327
Reining v. Co., (12 N	2252	Rex v. Bedford, (1 East. 79)	1035
Reinken v. 10 Ind.	4287, 4962	Rex v. Bellringer, (4 Term Rep. 310)	1271, 1219
Reis v. Gra	4491, 4542	Rex v. Bellringer, (4 Term Rep. 322)	1282, 1296
Reis v. Ne	3011, 4260	Rex v. Bird, (12 East. 267)	1766
Reis v. Ne	516, 3002	Rex v. Bower, (1 Barn. & C. 585)	1035, 1077
Reisert v. New York, (174 N. Y. 196)	4277	Rex v. Bower, (1 Barn. & Cress. 492)	1034, 1282, 1296
Reising v. Portland, (57 Ore. 295)	5052	Rex v. Bumstead, (2 Barn. & Ad. 699)	1745
Reiter v. State, (51 Ohio St. 74)	1642, 1077, 1082	Rex v. Burder, (4 T. R. 778)	1034, 1077
Reistab v. Belmar, (58 N. J. L. 489)	365, 5030	Rex v. Cambridge, (2 Chitty 144)	1291
Remington v. Harrison County Court, (12 Bush. Ky. 148)	512, 5162	Rex v. Carter, (Cowp. 58)	1282
Remington v. Millard, (1 R. I. 98)	3286	Rex v. Chisholm, (14 Ont. L. R. 178)	2159
Remington v. Walthall, (82 Kan. 234)	2362, 2366, 5298	Rex v. Chitty, (5 A. & E. 609)	918
Remsen v. Wheeler, (105 N. Y. 573)	4434	Rex v. Clapham, (1 Wils. 205)	1888
Remy v. Municipality No. 2, (12 La. Ann. 500)	387	Rex v. Commissioner, (2 Kable 43)	2424
Render v. Louisville, (142 Ky. 409)	4820	Rex v. Coopers of Newcastle, (7 Term. Rep. 543)	2329
Renner v. Holmes, (68 N. J. L. 193)	439	Rex v. Corry, (5 East. 274)	1282
		Rex v. Croke, (Cowp. 26)	573, 1286, 1552
		Rex v. Cutbush, (4 Burr. 2204)	1291
		Rex v. Davie, (8 Ad. & El. 374)	254
		Rex v. Dawes, (4 Bur. 2277)	1282
		Rex v. Devonshire, (1 Barn. & Cress. 609)	1296
		Rex v. Faversham, (8 Term. Rep. 356)	1745
		Rex v. Fox-Croft, (2 Burr. 1017)	927
		Rex v. Gaborian, (11 East. 87)	1296

TABLE OF CASES.

6069

(References are to Pages.)

Rex v. Ginever, (6 T. R. 732)	293	Rex v. Wells, (4 Dowling 562)	2290
Rex v. Grosvenor, (2 Str. 1193)	1035	Rex v. Westwood, (4 Barn. & Cress. 781)	1286
Rex v. Hall, (1 Q. B. 767)	2373	Rex v. Whitwell, (5 T. R. 85)	1035
Rex v. Hall, (1 Q. B. 713)	2369	Rex v. Wigan, (14 Q. B. D. 908)	1078
Rex v. Harrison, (3 Burrows, 1828)	1479, 1709	Rex v. Wildman, (2 Strange 879)	1388
Rex v. Haughley, (1 Nev. & M. 525)	567	Rex v. Williams, (1 Burr. 402)	1281, 1287
Rex v. Head, (4 Burr. 2515)	1286	Rex v. Wollatt, (11 Ont. L. 544)	2156
Rex v. Headley, (7 B. & C. 496)	1296	Rex v. Wood, (5 El. & Bl. 49)	1415
Rex v. Hebden, (Andr. 391)	1282	Rex v. Woodfall, (5 Burr. 2667)	2394
Rex v. Hertford, (1 Ld. Raym. 426)	1281	Rex v. York, (5 Term. Rep. 72)	1282
Rex v. Hill, (4 Barn. & Cress. 441)	1269	Reymann Brewing Co. v. Brister, (179 U. S. 445)	1682
Rex v. Ipswich, (2 Ld. Raym. 1287)	1282	Reymer, Appeal of, (91 Pa. St. 354)	3972
Rex v. Jones, (2 Strange 1146)	1034, 1077	Reynolds, <i>Es parte</i> , (87 Ala. 138)	1557
Rex v. Justices of Leicester, (4 B. & C. 891)	1387	Reynolds, <i>In re</i> , (21 N. Y. S. 592)	3904
Rex v. Justices of Staffordshire, (6 A. & El. 84)	1386	Reynolds, <i>In re</i> , (202 N. Y. 430)	5319, 5324
Rex v. Killet, (4 Burr. 2063)	2421	Reynolds v. Albany, (8 Barb. N. Y. 597)	2478
Rex v. Larwood, (4 Mod. 270)	1034, 1035	Reynolds v. Alcorn, (59 Miss. 132)	5098
Rex v. Leyland, (3 M. & S. 184)	1035	Reynold's v. Baldwin, (1 La. Ann. 162)	121, 1287, 1293, 1736, 5243
Rex v. Liverpool, (2 Burr. 735)	1323, 2315	Reynolds v. Board of Education, (53 N. Y. S. 75)	5477
Rex v. London, (2 Lev. 201)	1558	Reynolds v. Faris, (80 Ind. 14)	4965
Rex v. Lone, (2 Strange 920)	1034, 1077	Reynolds v. Foster, (39 Ill. 257)	482
Rex v. Lucas, (10 East. 235)	1387	Reynolds v. Green, (27 Ohio St. 416)	4547, 4548
Rex v. Macdaniell, (19 How. St. Tri. 746)	2372	Reynolds v. Harris, (27 Weekly Law Bul. Ohio 229)	1408, 1452
Rex v. Martin, (4 Burr. 2122)	5240	Reynolds v. Hindman, (32 Ia. 146)	1853
Rex v. Mashiter, (6 Ad. & El. 153)	254, 816	Reynolds v. Howe, (51 Conn. 472)	5107
Rex v. Merchant Tailors' Co., (2 B. & Ad. 115)	1386	Reynolds v. New Salem, (6 Metc. Mass. 340)	1272, 1274
Rex v. Mitchell, (10 East. 511)	288	Reynolds v. Ossining, (102 App. Div. N. Y. 298)	1090, 5138
Rex v. Monday, (Cowp. 530)	1282, 1296	Reynolds v. Pacific Elec. R. Co., (146 Cal. 261)	3479
Rex v. Moreley, (2 Burr. 1040)	2424	Reynolds v. Paterson, (48 N. J. L. 435)	4378, 4380
Rex v. Morris, (4 East. 36)	1271	Reynolds v. Schultz, (34 How. Pr. N. Y. 147)	1942
Rex v. Neil, (2 Car. & P. 485)	1943	Reynolds v. Schweinefus, (27 Ohio St. 311)	4058
Rex v. Newdigate, (Comb. 10)	1544	Reynolds v. State, (61 Ind. 392)	2355, 5235, 5236
Rex v. Nunn, (15 Manitoba, 288)	2062	Reynolds v. Taylor, (43 Ala. 420)	5281
Rex v. Oxfordshire, (16 East. 223)	5230	Reynolds v. United States, (98 U. S. 145)	298, 2364
Rex v. Pasmore, (3 Term. Rep. 199)	688, 713	Reynolds v. Waterville, (92 Me. 292)	859, 4736, 4737, 4739, 5357
Rex v. Pateman, (2 T. R. 777)	1002	Reynolds' Heirs v. Glasgow Academy, (6 Dana, Ky. 37)	581
Rex v. Patteson, (4 B. & Ad. 9)	1002	Reynolds' Heirs v. Stark County Com'rs, (5 Ohio St. 204)	2509, 2510
Rex v. Powell, (2 Barn. & Adol. 75)	2372	Reynolds & Henry Const. Co. v. Monroe, (45 La. Ann. 1024)	4649
Rex v. Powell, (48 J. P. 740)	1593	Reynoldsville Borough, <i>In re</i> , (22 Pa. Co. Ct. 461)	4317
Rex v. Richards, (61 J. P. 40)	1415, 1592	Rhinebeck, etc. R. Co., <i>In re</i> , (67 N. Y. 242)	3149
Rex v. Ritchie, (37 N. Brunsw. 206)	2437	Rhinehart v. Redfield, (87 N. Y. S. 789)	2902, 3364, 3404
Rex v. Salway, (9 B. & C. 424)	816	Rhinehart v. Redfield, (179 N. Y. 569)	3388
Rex v. Shelly, (3 Term. Rep. 141)	1386	Rhineland v. Lockport, (14 N. Y. S. 850)	5423
Rex v. Smart, (4 Burr. 2241)	1282	Rhineland v. New York City, (24 How. Pr. 304)	4943
Rex v. Spencer, (3 Burr. 1827)	918, 1416	Rhines v. Clark, (51 Pa. St. 96)	1651, 2362
Rex v. Stratford-upon-Avon, (14 East. 348)	5230	Rhoades v. Toledo, (6 Ohio Cir. Ct. Rep. 9)	4025
Rex v. Sturgeous, (2 Burr. 892)	1600		
Rex v. Taylor, (2 Strange 1167)	2085		
Rex v. Thornton, (4 East. 294)	1282		
Rex v. Tower, (4 M. & S. 162)	1387		
Rex v. Trew, (2 Barnard 370)	1282		
Rex v. Turner, (5 M. & Sel. 206)	2400		
Rex v. University of Cambridge, (1 Str. 557)	2315		
Rex v. Varlow, (Cowp. 250)	1282, 1296, 1319		
Rex v. Vipont, (2 Burr. 1163)	2421		
Rex v. Walker, (L. R. 10 Q. B. 855)	2373		

(References are to Pages.)

Rhobidas v. Concord, (70 N. H. 90)	5380, 5391, 5413, 5473, 5482
Rhode Island Hospital Trust Co. v. Hayden, (20 R. I. 544)	3172
Rhode Island Mortgage & Trust Co. v. Spokane, (19 Wash. 616)	4195, 4628
Rhodes v. Brightwood, (145 Ind. 21)	3233, 3270, 3311, 3317
Rhodes v. Denver Board of Pub. Wards, (10 Colo. App. 99)	2642, 2656, 3949, 3993, 4027
Rhodes v. Dunbar, (57 Pa. St. 274)	1919, 2074
Rhodes v. Iowa, (170 U. S. 412)	1682, 1692
Rhodes v. Louisville, (121 Ga. 551)	4856
Rhodes v. Love, (153 N. C. 468)	247, 251
Rhyne v. Lipscombe, (122 N. C. 650)	564
Rhyner v. Menasha, (97 Wis. 523)	5619, 5760
Rhyner v. Menasha, (107 Wis. 201)	5739
Rice v. Colorado Smelting Co., (28 Colo. 519)	633
Rice v. Des Moines, (40 Ia. 638)	4707
Rice v. Detroit, etc. R. Co., (122 Mich. 677)	3705
Rice v. Evansville (108 Ind. 7)	5577
Rice v. Flint (67 Mich. 401)	5386, 5549, 5570, 5577
Rice v. Foster, (4 Harr. Del. 479)	1766
Rice v. Gwinn, (5 Idaho 394)	2595, 4779
Rice v. Hayward, (107 Cal. 398)	2681, 2692, 4024
Rice v. Ionia Probate Judge, (141 Mich. 692,	1071
Rice v. Jefferson, (50 Mo. App. 464)	1930
Rice v. Macon, (117 Ga. 401)	4542
Rice v. Milwaukee, (100 Wis. 516)	4689, 4742, 4744
Rice v. National Bank, (126 Mass. 300)	5250
Rice v. Osage, (88 Ia. 558)	1142, 1144, 1153, 1154, 1163, 1454, 1795
Rice v. Robson, (83 Kan. 252)	767
Rice v. St. Louis, (165 Mo. 636)	4248
Rice v. State, (3 Kan. 141)	1859, 1564, 1875, 2436
Rice v. Walker, (44 Ia. 458)	4627, 4989, 5284
Rice v. Worcester, (11 Gray, Mass. 283)	2818
Rice & Wilson v. Watts, (71 Ala. 593)	2297
Rich, <i>In re</i> , (10 Kan. App. 280)	2292, 2373, 2427, 2428
Rich v. Chicago, (59 Ill. 286)	1305, 1337, 1364
Rich v. Chicago, (152 Ill. 18)	3909, 4072, 4377, 4385, 4398, 4432, 4473
Rich v. Flanders, (39 N. H. 304)	1651
Richards v. Low, (38 Misc. R. 500)	
Rich v. McLaurin, (83 Miss. 95)	919, 1020, 1293, 1505
Rich v. Mentz, (134 U. S. 632)	4853
Rich v. Mentz, (19 Fed. 725)	4608
Rich v. Mentz, (18 Fed. 52)	4798
Rich v. Minneapolis, (37 Minn. 423)	2818, 2827, 5492
Rich v. Naperville, (42 Ill. App. 222)	2043, 2044
Rich v. Packard Nat. Bank, (138 Mass. 527)	4993
Rich v. Rockland, (37 Me. 188)	5723
Rich v. Woods, (118 Ky. 865)	3913
Rich Hill v. Coleman, (63 Mo. App. 615)	2123
Rich Hill v. Donnan, (82 Mo. App. 386)	4018
Richard St., <i>In re</i> (123 N. Y. S. 438)	3003, 4252, 4271
Richardi v. Bellaire, (153 Mich. 560)	4613
Richards v. Ann Arbor, (152 Mich. 15) 5535, 5538, 5540, 5541,	5555
Richards v. Bristol, (120 Mass. 401)	5292
Richards v. Cincinnati (81 Ohio St. 506)	3217, 3218, 4410
Richards v. Clarksburg, (30 W. Va. 491)	786, 820
Richards v. Clarksburg, (30 W. Va. 31)	1217, 1263
Richards v. Donagho, (66 Ill. 73)	875
Richards v. Jerseyville, (214 Ill. 67)	4476
Richards v. Lyon, (69 Ia. 612)	5335
Richards Bldg., Moving Co. v. Boston Electric Light Co., (188 Mass. 265)	2922
Richardson v. Board of Levee Com'rs., (68 Miss. 539)	3105
Richardson v. Board of Levee Com'rs., (77 Miss. 518)	3105
Richardson v. Boske, (111 Ky. 893)	4631
Richardson v. Boston, (156 Mass. 145)	5704
Richardson v. Brooklyn, (34 Barb. N. Y. 569)	4190
Richardson v. Butterfield, (6 Cush. Mass. 191)	285
Richardson v. Centerville, (137 Ia. 253)	3184
Richards v. Citizens' Water Supply Co., (104 N. Y. S. 927)	3651
Richards v. Citizens' Water Supply Co., (140 App. Div. N. Y. 206)	3604, 3605, 3651
Richardson v. Danvers, (176 Mass. 413)	2039
Richardson v. Davis, (91 Md. 390)	3270, 3339
Richardson v. Davis, (94 Minn. 315)	2967
Richardson v. Grant, (27 Fed. 495)	2622
Richardson v. Hedges, (150 Ind. 53)	360
Richardson v. Heydenfeldt, (46 Cal. 68)	3909, 3910
Richardson v. Lone Star Salt Co., (20 Tex. Civ. App. 486)	2945
Richardson v. McKeesport, (18 Pa. Super. Ct. 199)	3309
Richardson v. McReynolds, (114 Mo. 641)	926
Richardson v. Marceline, (73 Mo. App. 360)	5610
Richardson v. Marshall, (100 Tenn. 346)	4928
Richardson v. Mehler, (111 Ky. 408)	4171, 4513
Richardson v. Omaha, (74 Neb. 297)	1323, 3912
Richardson v. St. Albans, (72 Vt. 1)	5013
Richardson v. St. Joseph Iron Co., (5 Blackf. Ind. 146)	2615
Richardson v. Scott, (47 Miss. 236)	5363
Richardson v. Scotts Bluff, (59 Neb. 400)	2713
Richardson v. Sibley, (11 Allen, Mass. 65)	3477
Richmond v. James, (13 Gratt Va. 17)	2193

TABLE OF CASES.

6071

(References are to Pages.)

Richmond v. Judah, (5 Leigh Va. 305)	5034	Richmond v. Stokes, (21 Grat. Va. 713)	3291
Richmond v. Lambert, (111 Va. 174)	5691	Richmond v. Test, (18 Ind. App. 483)	3046, 3051, 3052, 3053, 5561
Richmond v. Lincoln, (167 Ind. 468)	5483, 5517	Richmond v. Williams, (102 Va. 728)	4494, 4495
Richardson v. Tobin, (45 Cal. 30)	2986	Richmond v. Wood, (109 Va. 75)	5541, 5545
Richardson v. Webster City, (111 Ia. 437)	4242, 4263, 4273	Richmond City v. Epps, (98 Va. 332)	5281
Richardson & Boynton Co. v. Barstow Stove Co., (26 Abb. N. C. 150)	1986, 2005	Richmond County Gas Light Co. v. Middletown, (59 N. Y. 328)	2724
Richardson Gas & Oil Co. v. Altoona, (79 Kan. 466)	3453	Richmond County Society, etc. Y. S.	5180
Richcreek v. Moorman (14 Ind. App. 470)	4480, 4544	Dickinson v.	3919
Richeson v. People, (115 Ill. 450)	4630	In re	1058, 2228
Richi v. Chattanooga Brewing Co., (105 Tenn. 651)	2949	Co. v.	3527, 3593
Richland v. Lawrence, (12 Ill. 1)	543	Johns-	3140
Richland v. People, (3 Ill. App. 310)	4625	Lynch-	4337
Richman v. Consolidated Gas Co., (114 App. Div. N. Y. 316)	3782	Rich-	3097
Richman v. Consolidated Gas Co., (134 N. Y. 209)	3782	Land	4576, 4581
Richman v. Muscatine Co., (77 Ia. 513)	431	it, (94 Va. 558)	1818, 1819, 1814, 1820
Richmond v. Barry, (109 Va. 274)	2762	Richter v. Harper, (95 Mich. 221)	3493
Richmond v. Caruthers, (103 Va. 774)	1955, 1956	Rickard v. Robson, (31 Beavan 244)	4072
Richmond v. Daniel, (14 Grat. Va. 285)	5005	Rickards v. Hammond, (47 Fed. 380)	5855
Richmond v. Davis, (103 Ind. 449)	3956, 5813, 5858	Ricketson v. Milwaukee, (105 Wis. 591)	1094, 1096
Richmond v. Dickinson, (155 Ind. 345)	5031	2632, 2633, 2647, 2661, 2662, 2668, 4034, 4114, 5314, 5315, 5316, 5317, 5318, 5319, 5320, 5321, 5322, 5323, 5324, 5325, 5326, 5327, 5328, 5329, 5330, 5331, 5332, 5333, 5334, 5335, 5336, 5337, 5338, 5339, 5340, 5341, 5342, 5343, 5344, 5345, 5346, 5347, 5348, 5349, 5350, 5351, 5352, 5353, 5354, 5355, 5356, 5357, 5358, 5359, 5360, 5361, 5362, 5363, 5364, 5365, 5366, 5367, 5368, 5369, 5370, 5371, 5372, 5373, 5374, 5375, 5376, 5377, 5378, 5379, 5380, 5381, 5382, 5383, 5384, 5385, 5386, 5387, 5388, 5389, 5390, 5391, 5392, 5393, 5394, 5395, 5396, 5397, 5398, 5399, 5400, 5401, 5402, 5403, 5404, 5405, 5406, 5407, 5408, 5409, 5410, 5411, 5412, 5413, 5414, 5415, 5416, 5417, 5418, 5419, 5420, 5421, 5422, 5423, 5424, 5425, 5426, 5427, 5428, 5429, 5430, 5431, 5432, 5433, 5434, 5435, 5436, 5437, 5438, 5439, 5440, 5441, 5442, 5443, 5444, 5445, 5446, 5447, 5448, 5449, 5450, 5451, 5452, 5453, 5454, 5455, 5456, 5457, 5458, 5459, 5460, 5461, 5462, 5463, 5464, 5465, 5466, 5467, 5468, 5469, 5470, 5471, 5472, 5473, 5474, 5475, 5476, 5477, 5478, 5479, 5480, 5481, 5482, 5483, 5484, 5485, 5486, 5487, 5488, 5489, 5490, 5491, 5492, 5493, 5494, 5495, 5496, 5497, 5498, 5499, 5500, 5501, 5502, 5503, 5504, 5505, 5506, 5507, 5508, 5509, 5510, 5511, 5512, 5513, 5514, 5515, 5516, 5517, 5518, 5519, 5520, 5521, 5522, 5523, 5524, 5525, 5526, 5527, 5528, 5529, 5530, 5531, 5532, 5533, 5534, 5535, 5536, 5537, 5538, 5539, 5540, 5541, 5542, 5543, 5544, 5545, 5546, 5547, 5548, 5549, 5550, 5551, 5552, 5553, 5554, 5555, 5556, 5557, 5558, 5559, 5560, 5561, 5562, 5563, 5564, 5565, 5566, 5567, 5568, 5569, 5570, 5571, 5572, 5573, 5574, 5575, 5576, 5577, 5578, 5579, 5580, 5581, 5582, 5583, 5584, 5585, 5586, 5587, 5588, 5589, 5590, 5591, 5592, 5593, 5594, 5595, 5596, 5597, 5598, 5599, 5600, 5601, 5602, 5603, 5604, 5605, 5606, 5607, 5608, 5609, 5610, 5611, 5612, 5613, 5614, 5615, 5616, 5617, 5618, 5619, 5620, 5621, 5622, 5623, 5624, 5625, 5626, 5627, 5628, 5629, 5630, 5631, 5632, 5633, 5634, 5635, 5636, 5637, 5638, 5639, 5640, 5641, 5642, 5643, 5644, 5645, 5646, 5647, 5648, 5649, 5650, 5651, 5652, 5653, 5654, 5655, 5656, 5657, 5658, 5659, 5660, 5661, 5662, 5663, 5664, 5665, 5666, 5667, 5668, 5669, 5670, 5671, 5672, 5673, 5674, 5675, 5676, 5677, 5678, 5679, 5680, 5681, 5682, 5683, 5684, 5685, 5686, 5687, 5688, 5689, 5690, 5691, 5692, 5693, 5694, 5695, 5696, 5697, 5698, 5699, 5700, 5701, 5702, 5703, 5704, 5705, 5706, 5707, 5708, 5709, 5710, 5711, 5712, 5713, 5714, 5715, 5716, 5717, 5718, 5719, 5720, 5721, 5722, 5723, 5724, 5725, 5726, 5727, 5728, 5729, 5730, 5731, 5732, 5733, 5734, 5735, 5736, 5737, 5738, 5739, 5740, 5741, 5742, 5743, 5744, 5745, 5746, 5747, 5748, 5749, 5750, 5751, 5752, 5753, 5754, 5755, 5756, 5757, 5758, 5759, 5760, 5761, 5762, 5763, 5764, 5765, 5766, 5767, 5768, 5769, 5770, 5771, 5772, 5773, 5774, 5775, 5776, 5777, 5778, 5779, 5780, 5781, 5782, 5783, 5784, 5785, 5786, 5787, 5788, 5789, 5790, 5791, 5792, 5793, 5794, 5795, 5796, 5797, 5798, 5799, 5800, 5801, 5802, 5803, 5804, 5805, 5806, 5807, 5808, 5809, 5810, 5811, 5812, 5813, 5814, 5815, 5816, 5817, 5818, 5819, 5820, 5821, 5822, 5823, 5824, 5825, 5826, 5827, 5828, 5829, 5830, 5831, 5832, 5833, 5834, 5835, 5836, 5837, 5838, 5839, 5840, 5841, 5842, 5843, 5844, 5845, 5846, 5847, 5848, 5849, 5850, 5851, 5852, 5853, 5854, 5855, 5856, 5857, 5858, 5859, 5860, 5861, 5862, 5863, 5864, 5865, 5866, 5867, 5868, 5869, 5870, 5871, 5872, 5873, 5874, 5875, 5876, 5877, 5878, 5879, 5880, 5881, 5882, 5883, 5884, 5885, 5886, 5887, 5888, 5889, 5890, 5891, 5892, 5893, 5894, 5895, 5896, 5897, 5898, 5899, 5900, 5901, 5902, 5903, 5904, 5905, 5906, 5907, 5908, 5909, 5910, 5911, 5912, 5913, 5914, 5915, 5916, 5917, 5918, 5919, 5920, 5921, 5922, 5923, 5924, 5925, 5926, 5927, 5928, 5929, 5930, 5931, 5932, 5933, 5934, 5935, 5936, 5937, 5938, 5939, 5940, 5941, 5942, 5943, 5944, 5945, 5946, 5947, 5948, 5949, 5950, 5951, 5952, 5953, 5954, 5955, 5956, 5957, 5958, 5959, 5960, 5961, 5962, 5963, 5964, 5965, 5966, 5967, 5968, 5969, 5970, 5971, 5972, 5973, 5974, 5975, 5976, 5977, 5978, 5979, 5980, 5981, 5982, 5983, 5984, 5985, 5986, 5987, 5988, 5989, 5990, 5991, 5992, 5993, 5994, 5995, 5996, 5997, 5998, 5999, 6000, 6001, 6002, 6003, 6004, 6005, 6006, 6007, 6008, 6009, 6010, 6011, 6012, 6013, 6014, 6015, 6016, 6017, 6018, 6019, 6020, 6021, 6022, 6023, 6024, 6025, 6026, 6027, 6028, 6029, 6030, 6031, 6032, 6033, 6034, 6035, 6036, 6037, 6038, 6039, 6040, 6041, 6042, 6043, 6044, 6045, 6046, 6047, 6048, 6049, 6050, 6051, 6052, 6053, 6054, 6055, 6056, 6057, 6058, 6059, 6060, 6061, 6062, 6063, 6064, 6065, 6066, 6067, 6068, 6069, 6070, 6071, 6072, 6073, 6074, 6075, 6076, 6077, 6078, 6079, 6080, 6081, 6082, 6083, 6084, 6085, 6086, 6087, 6088, 6089, 6090, 6091, 6092, 6093, 6094, 6095, 6096, 6097, 6098, 6099, 6100, 6101, 6102, 6103, 6104, 6105, 6106, 6107, 6108, 6109, 6110, 6111, 6112, 6113, 6114, 6115, 6116, 6117, 6118, 6119, 6120, 6121, 6122, 6123, 6124, 6125, 6126, 6127, 6128, 6129, 6130, 6131, 6132, 6133, 6134, 6135, 6136, 6137, 6138, 6139, 6140, 6141, 6142, 6143, 6144, 6145, 6146, 6147, 6148, 6149, 6150, 6151, 6152, 6153, 6154, 6155, 6156, 6157, 6158, 6159, 6160, 6161, 6162, 6163, 6164, 6165, 6166, 6167, 6168, 6169, 6170, 6171, 6172, 6173, 6174, 6175, 6176, 6177, 6178, 6179, 6180, 6181, 6182, 6183, 6184, 6185, 6186, 6187, 6188, 6189, 6190, 6191, 6192, 6193, 6194, 6195, 6196, 6197, 6198, 6199, 6200, 6201, 6202, 6203, 6204, 6205, 6206, 6207, 6208, 6209, 6210, 6211, 6212, 6213, 6214, 6215, 6216, 6217, 6218, 6219, 6220, 6221, 6222, 6223, 6224, 6225, 6226, 6227, 6228, 6229, 6230, 6231, 6232, 6233, 6234, 6235, 6236, 6237, 6238, 6239, 6240, 6241, 6242, 6243, 6244, 6245, 6246, 6247, 6248, 6249, 6250, 6251, 6252, 6253, 6254, 6255, 6256, 6257, 6258, 6259, 6260, 6261, 6262, 6263, 6264, 6265, 6266, 6267, 6268, 6269, 6270, 6271, 6272, 6273, 6274, 6275, 6276, 6277, 6278, 6279, 6280, 6281, 6282, 6283, 6284, 6285, 6286, 6287, 6288, 6289, 6290, 6291, 6292, 6293, 6294, 6295, 6296, 6297, 6298, 6299, 6300, 6301, 6302, 6303, 6304, 6305, 6306, 6307, 6308, 6309, 6310, 6311, 6312, 6313, 6314, 6315, 6316, 6317, 6318, 6319, 6320, 6321, 6322, 6323, 6324, 6325, 6326, 6327, 6328, 6329, 6330, 6331, 6332, 6333, 6334, 6335, 6336, 6337, 6338, 6339, 6340, 6341, 6342, 6343, 6344, 6345, 6346, 6347, 6348, 6349, 6350, 6351, 6352, 6353, 6354, 6355, 6356, 6357, 6358, 6359, 6360, 6361, 6362, 6363, 6364, 6365, 6366, 6367, 6368, 6369, 6370, 6371, 6372, 6373, 6374, 6375, 6376, 6377, 6378, 6379, 6380, 6381, 6382, 6383, 6384, 6385, 6386, 6387, 6388, 6389, 6390, 6391, 6392, 6393, 6394, 6395, 6396, 6397, 6398, 6399, 6400, 6401, 6402, 6403, 6404, 6405, 6406, 6407, 6408, 6409, 6410, 6411, 6412, 6413, 6414, 6415, 6416, 6417, 6418, 6419, 6420, 6421, 6422, 6423, 6424, 6425, 6426, 6427, 6428, 6429, 6430, 6431, 6432, 6433, 6434, 6435, 6436, 6437, 6438, 6439, 6440, 6441, 6442, 6443, 6444, 6445, 6446, 6447, 6448, 6449, 6450, 6451, 6452, 6453, 6454, 6455, 6456, 6457, 6458, 6459, 6460, 6461, 6462, 6463, 6464, 6465, 6466, 6467, 6468, 6469, 6470, 6471, 6472, 6473, 6474, 6475, 6476, 6477, 6478, 6479, 6480, 6481, 6482, 6483, 6484, 6485, 6486, 6487, 6488, 6489, 6490, 6491, 6492, 6493, 6494, 6495, 6496, 6497, 6498, 6499, 6500, 6501, 6502, 6503, 6504, 6505, 6506, 6507, 6508, 6509, 6510, 6511, 6512, 6513, 6514, 6515, 6516, 6517, 6518, 6519, 6520, 6521, 6522, 6523, 6524, 6525, 6526, 6527, 6528, 6529, 6530, 6531, 6532, 6533, 6534, 6535, 6536, 6537, 6538, 6539, 6540, 6541, 6542, 6543, 6544, 6545, 6546, 6547, 6548, 6549, 6550, 6551, 6552, 6553, 6554, 6555, 6556, 6557, 6558, 6559, 6560, 6561, 6562, 6563, 6564, 6565, 6566, 6567, 6568, 6569, 6570, 6571, 6572, 6573, 6574, 6575, 6576, 6577, 6578, 6579, 6580, 6581, 6582, 6583, 6584, 6585, 6586, 6587, 6588, 6589, 6590, 6591, 6592, 6593, 6594, 6595, 6596, 6597, 6598, 6599, 6600, 6601, 6602, 6603, 6604, 6605, 6606, 6607, 6608, 6609, 6610, 6611, 6612, 6613, 6614, 6615, 6616, 6617, 6618, 6619, 6620, 6621, 6622, 6623, 6624, 6625, 6626, 6627, 6628, 6629, 6630, 6631, 6632, 6633, 6634, 6635, 6636, 6637, 6638, 6639, 6640, 6641, 6642, 6643, 6644, 6645, 6646, 6647, 6648, 6649, 6650, 6651, 6652, 6653, 6654, 6655, 6656, 6657, 6658, 6659, 6660, 6661, 6662, 6663, 6664, 6665, 6666, 6667, 6668, 6669, 6670, 6671, 6672, 6673, 6674, 6675, 6676, 6677, 6678, 6679, 6680, 6681, 6682, 6683, 6684, 6685, 6686, 6687, 6688, 6689, 6690, 6691, 6692, 6693, 6694, 6695, 6696, 6697, 6698, 6699, 6700, 6701, 6702, 6703, 6704, 6705, 6706, 6707, 6708, 6709, 6710, 6711, 6712, 6713, 6714, 6715, 6716, 6717, 6718, 6719, 6720, 6721, 6722, 6723, 6724, 6725, 6726, 6727, 6728, 6729, 6730, 6731, 6732, 6733, 6734, 6735, 6736, 6737, 6738, 6739, 6740, 6741, 6742, 6743, 6744, 6745, 6746, 6747, 6748, 6749, 6750, 6751, 6752, 6753, 6754, 6755, 6756, 6757, 6758, 6759, 6760, 6761, 6762, 6763, 6764, 6765, 6766, 6767, 6768, 6769, 6770, 6771, 6772, 6773, 6774, 6775, 6776, 6777, 6778, 6779, 6780, 6781, 6782, 6783, 6784, 6785, 6786, 6787, 6788, 6789, 6790, 6791, 6792, 6793, 6794, 6795, 6796, 6797, 6798, 6799, 6800, 6801, 6802, 6803, 6804, 6805, 6806, 6807, 6808, 6809, 6810, 6811, 6812, 6813, 6814, 6815, 6816, 6817, 6818, 6819, 6820, 6821, 6822, 6823, 6824, 6825, 6826, 6827, 6828, 6829, 6830, 6831, 6832, 6833, 6834, 6835, 6836, 6837, 6838, 6839, 6840, 6841, 6842, 6843, 6844, 6845, 6846, 6847, 6848, 6849, 6850, 6851, 6852, 6853, 6854, 6855, 6856, 6857, 6858, 6859, 6860, 6861, 6862, 6863, 6864, 6865, 6866, 6867, 6868, 6869, 6870, 6871, 6872, 6873, 6874, 6875, 6876, 6877, 6878, 6879, 6880, 6881, 6882, 6883, 6884, 6885, 6886, 6887, 6888, 6889, 6890, 6891, 6892, 6893, 6894, 6895, 6896, 6897, 6898, 6899, 6900, 6901, 6902, 6903, 6904, 6905, 6906, 6907, 6908, 6909, 6910, 6911, 6912, 6913, 6914, 6915, 6916, 6917, 6918, 6919, 6920, 6921, 6922, 6923, 6924, 6925, 6926, 6927, 6928, 6929, 6930, 6931, 6932, 6933, 6934, 6935, 6936, 6937, 6938, 6939, 6940, 6941, 6942, 6943, 6944, 6945, 6946, 6947, 6948, 6949, 6950, 6951, 6952, 6953, 6954, 6955, 6956, 6957, 6958, 6959, 6960, 6961, 6962, 6963, 6964, 6965, 6966, 6967, 6968, 6969, 6970, 6971, 6972, 6973, 6974, 6975, 6976, 6977, 6978, 6979, 6980, 6981, 6982, 6983, 6984, 6985, 6986, 6987, 6988, 6989, 6990, 6991, 6992, 6993, 6994, 6995, 6996, 6997, 6998, 6999, 7000, 7001, 7002, 7003, 7004, 7005, 7006, 7007, 7008, 7009, 7010, 7011, 7012, 7013, 7014, 7015, 7016, 7017, 7018, 7019, 7020, 7021, 7022, 7023, 7024, 7025, 7026, 7027, 7028, 7029, 7030, 7031, 7032, 7033, 7034, 7035, 7036, 7037, 7038, 7039, 7040, 7041, 7042, 7043, 7044, 7045, 7046, 7047, 7048, 7049, 7050, 7051, 7052, 7053, 7054, 7055, 7056, 7057, 7058, 7059, 7060, 7061, 7062, 7063, 7064, 7065, 7066, 7067, 7068, 7069, 7070, 7071, 7072, 7073, 7074, 7075, 7076, 7077, 7078, 7079, 7080, 7081, 7082, 7083, 7084, 7085, 7086, 7087, 7088, 7089, 7090, 7091, 7092, 7093, 7094, 7095, 7096, 7097, 7098, 7099, 7100, 7101, 7102, 7103, 7104, 7105, 710	

(References are to Pages.)

- Riedinger v. Marquette & W. R. Co. (62 Mich. 26) 3608
 Riehl v. San Jose, (101 Cal. 442) 2691, 2724
 Rieker v. Danville, (204 Ill. 191) 3151
 Rieker v. Lancaster, (7 Pa. Super. Ct. 149) 3662, 3723, 3865
 Riely v. Brooklyn, (46 N. Y. 444) 4122
 Ries v. West New York, (79 N. J. L. 164) 1149
 Rieser v. Parker, (27 Misc. N. Y. 205) 3297
 Riffe v. Tinsley, (20 Ky. L. Rep. 281) 1056
 Riffin v. Collier, (6 Mo. 568) 861
 Riggins v. Richards, (97 Tex. 526) 1221
 Riggins v. Richards, (97 Tex. 229) 1151, 1212, 1221, 1239, 1242, 1244
 Riggins v. Richards, (79 S. W. 84) 5136, 5275
 Riggins v. Waco, (100 Tex. 32) 1220, 1221, 1253
 Riggs v. Board of Education, (27 Mich. 262) 2515, 3329, 3893
 Rightmire v. Camden, (50 N. J. L. 48) 1121, 1152
 Rike v. Floyd, (6 Ohio Cir. Ct. 80) 926
 Riker v. Leo, (133 N. Y. 519) 5090
 Riker v. Oakland Circuit Judge, (138 Mich. 181) 2708
 Riley v. Buchanan, (116 Ky. 625) 3250, 3251, 3267, 3277, 3287
 Riley v. Garfield Tp., (54 Kan. 463) 367
 Riley v. Garfield Tp. (58 Kan. 299) 4937
 Riley v. Greenwood, (72 S. C. 90) 5222
 Riley v. Kansas City, (31 Mo. App. 439) 1116, 1339, 5279
 Riley v. Kansas City, (161 Mo. App. 290) 5626
 Riley v. Pennsylvania, (32 Pa. Super. Ct. 579) 2927, 2950, 3385
 Riley v. Rochester, (9 N. Y. 64) 2461
 Riley v. Trenton, (51 N. J. L. 498) 492, 847, 1907, 2777
 Riley v. Wabash, etc., R. Co., (18 Mo. App. 385) 1820
 Ring v. Cohoes, (77 N. Y. 33) 2842, 5765, 5774
 Ring v. Johnson, (6 Ia. 265) 578
 Ringlestein v. Chicago, (128 Ill. App. 483) 1734, 2053
 Ringlestein v. San Antonio, (Tex. 21 S. W. 634) 5720, 5755
 Ringer v. Milner, (6 Ga. App. 790) 2297
 Ringling v. Hempstead, (193 Fed. 596) 5183, 5186
 Rinaldo, *Es parte*, (Cal. 25 Pac. 260) 1993
 Rio Grande v. Phye, (27 Colo. 107) 5096
 Rio Grande R. Co. v. Brownsville, (45 Tex. 88) 1998, 3497
 Riordan v. Chicago, (124 Ill. App. 183) 1139
 Ripinsky v. Hinchman, (181 Fed. 786) 5334
 Ripley v. Gage, (3 Neb. 397) 2555
 Ripley v. Ward, (69 Ind. 441) 864, 2591
 Ripon v. Bittel, (30 Wis. 614) 5734
 Rische v. Texas Transp. Co., (27 Tex. Civ. App. 33) 3162, 3616, 3634
 Risdon v. Shank, (37 Ia. 82) 4552
 Risley v. Howell, (57 Fed. 544) 4828, 4830, 4924
 Risley v. Howell, (64 Fed. 453) 4880, 4900
 Risley v. St. Louis, (34 Mo. 404) 1657, 4347
 Risley v. Utica, (179 Fed. 375) 3686, 4373, 4945, 4953
 Rissing v. Ft. Wayne, (137 Ind. 427) 1084, 4318
 Ristine v. Clemons, (3 Ind. App. 333) 1455
 Ritchie v. Eoynton, (114 Mass. 431) 2155
 Ritchie v. People, (155 Ill. 98) 2179, 2180
 Ritchie v. South Topeka, (38 Kan. 368) 707, 1808
 Ritchie v. Wyman (244 Ill. 509) 1615, 1619
 Ritger v. Milwaukee, (99 Wis. 190) 5663, 5775
 Rittenhouse v. Baltimore, (25 Md. 336) 4159
 Rittenhouse's Estate, (140 Pa. St. 172) 1267
 Ritter, Appeal of, (83 Pa. St. 440) 4107
 Ritter v. Kunkle, (39 N. J. L. 259) 2440
 Ritter v. Patch, (12 Cal. 298) 5364
 Ritterskamp v. Stifel, (59 Mo. App. 510) 764, 1396, 4042, 4047, 4352
 Ritz v. Austin, (1 Tex. Civ. App. 455) 5339
 River Forest v. Chicago, etc. Elevated R. Co., (244 Ill. 480) 4336, 4379, 4395, 4399
 River Rendering Co. v. Behr, (7 Mo. App. 243) 1957
 River Rendering Co. v. Behr, (77 Mo. 91) 1612, 1613, 1921, 1955, 1958
 River Stone Conservators v. Ash, (10 B. & C. 349) 565
 Rivers v. Augusta, (65 Ga. 376) 5418, 5421, 5662
 Riverside v. Howell, (113 Ill. 256) 4949, 5020
 Riverside v. MacLain, (210 Ill. 308) 2534, 3205, 3277, 3334
 Riverside v. Thompson, (122 Fed. 860) 5273
 Riverside, etc. R. Co. v. Riverside & A. R. Co. v. Riverside, (118 Fed. 736) 3666, 3802, 3851, 3892
 Rives v. Columbia, (80 Mo. App. 175) 1171, 1173, 4224, 4225, 4226, 4234, 4262, 4269
 Rizer v. People, (18 Colo. App. 40) 1717
 Roach, *Es parte*, (104 Cal. 273) 2189, 2272
 Roach v. Eugene, (23 Ore. 376) 2661, 2671
 Roach v. Ogdensburg, (30 N. Y. S. 450) 5423
 Roach v. Sulter, (54 Ga. 453) 2444
 Road, *In re*, (14 Serg. & R. 447) 3896
 Road in Easton Borough, *In re*, (3 Rawle Pa. 195) 3898
 Road in Lancaster City, *In re*, (68 Pa. St. 396) 3915, 4055
 Road in Sterrett Tp., *In re*, (123 Pa. St. 231) 3896
 Roake v. American Tel. & Tel. Co., (41 N. J. Eq. 35) 3647
 Roane v. Anderson County, (39 Tenn. 259) 600
 Roanoke v. Berkowitz, (80 Va. 616) 3171
 Roanoke v. Bolling, (101 Va. 182) 2072, 5192
 Roanoke Gaslight Co. v. Roanoke, (88 Va. 310) 843, 2001, 3530, 3923, 3969

TABLE OF CASES.

6073

(References are to Pages.)

Robb v. Carter, (85 Md. 321)	1053, 1059	Roberts v. St. Marys, (73 Kan. 707)	2806
Robb v. Connellsville, (137 Pa. 42)	5744	Roberts v. St. Marys, (86 Kan. 403)	5616
Robb v. Indianapolis, (28 Ind. 49)	1435, 1906, 2107	Roberts v. Seattle, (63 Wash. 672)	2145
Robb v. La Grange, (153 Ill. 31)	3053, 5664	Roberts v. Southern Pine, (125 N. C. 172)	1106
Robb v. Potts, (2 La. Ann. 563)	4554	Roberts v. Taft, (109 Fed. 326)	4826, 4853
Robbins, <i>in re</i> , (82 N. Y. 181)	3955	Roberts v. Taft, (116 Fed. 328)	4853
Robbins v. Bangor Ry. & E. Co., (100 Me. 496)	3692, 3693, 3781	Robertson v. Alameda Free Public Library & Reading Rooms, (136 Cal. 403)	4597, 4760, 5282
Robbins v. Ho	n. 301, 5097	Robertson v. Baxter, (57 Mich. 137)	596
Robbins v. P	L. 175, 1376, 2391	Robertson v. Bullions, (11 N. Y. 243)	363
Robbins v. S	S. Dis-	Robertson v. Coughlin, (196 Mass. 539)	1231
Robbins v. W	trict, (120 U. S. 1670, 1676)	Robertson v. Hartenbower, (120 Ia. 410)	2153
Robbins v. Willmar, (71 Minn. 493)	5577	Robertson v. Jennings, (128 La. 795)	5747
Robert v. Coco, (25 La. Ann. 199)	1651	Robertson v. Lambertville, (28 N. J. L. 69)	2245, 2246
Robert v. Powell, (163 N. Y. 411)	2917, 5673	Robertson v. Marion, (97 Ill. App. 332)	5417
Robert v. Sadler, (104 N. Y. 239)	2826	Robertson v. Omaha, (55 Neb. 718)	4361
Roberts, <i>in re</i> , (17 Hun. N. Y. 559)	4423	Robertson v. Rockford, (31 Ill. 451)	4610
Roberts, <i>in re</i> , (25 Hun. N. Y. 371)	4359	Roberts v. Sandusky, (153 Mich. 521)	4401
Roberts, <i>in re</i> , (31 N. Y. 63)	4479, 4480	Robertson v. State, (199 Ind. 79)	5236
Roberts, <i>in re</i> , (39 N. Y. 612)	2905	Robertson v. Staunton, (104 Va. 73)	4321
Roberts v. Bolles, (101 U. S. 119)	4936	Robertson v. Waukon, (128 Ia. 25)	5744
Roberts v. Boston, (5 Cush. Mass. 198)	2102	Robertson v. Wabash, etc. R. Co., (84 Mo. 119)	2093
Roberts v. Bradfield, (13 App. D. C. 452)	5353	Robie v. Sedgwick, (25 Barb. N. Y. 319)	344, 346
Roberts v. Cambridge, (184 Mass. 176)	2574, 2723	Robin Street, <i>in re</i> opening, (1 La. Ann. 412)	1236
Roberts v. Camden, (63 N. J. L. 136)	1729, 5211	Robins v. Latham, (124 Mo. 466)	5201
Roberts v. Chicago, (26 Ill. 249)	4323	Robins v. McGhee, (127 Ga. 431)	2971
Roberts v. Cincinnati, (5 Ohio Dec. 361)	5419	Robinson, <i>ex parte</i> , (20 Tex. App. 493)	2111
Roberts v. Consaul, (24 App. D. C. 551)	5282	Robinson, <i>ex parte</i> , (12 F.)	2221
Roberts v. Detroit, (102 Mich. 64)	5591, 5593, 5595	Robinson v. Americas,	2291
Roberts v. Evanston, (218 Ill. 296)	4404, 4437, 4479	Robinson v. Baltimore,	1766
Roberts v. Fargo, (10 N. D. 230)	2570, 2612, 4615, 4617, 5266	Robinson v. Benton,	2297
Roberts v. Formhalla, (46 Ill. 66)	2316, 2425	Robinson v. Bidwell,	4605
Roberts v. Jersey City, (25 N. J. L. 525)	4925	Robinson v. Bishop, (28 Y. 370)	1182
Roberts v. Lincoln, (6 Neb. 353)	1157	Robinson v. Board of E	2677
Roberts v. Louisville, (93 Ky. 95)	1636	Robinson v. Brown, (163 Mass. 266)	2957
Roberts v. Matthews, (127 Ala. 523)	2943, 2964, 3231, 3247, 3271	Robinson v. Burlington, (50 Ia. 240)	5023
Roberts v. New York, (5 Abb. Pr. N. Y. 41)	1029, 4599, 4623	Robinson v. Danville, (101 Va. 213)	5525
Roberts v. Ogle, (30 Ill. 459)	1423, 1897, 1921, 2050, 2051, 2052, 2410	Robinson v. Denver City Trainway Co., (184 Fed. 174)	1816
Roberts v. P. A. Deming Woodworking Co., (111 N. C. 433)	2626	Robinson v. Evansville, (37 Ind. 324)	5414
Roberts v. Paducah, (95 Fed. 62)	1235, 1403, 1495, 4846, 4851	Robinson v. Everett, (191 Mass. 587)	5530
Roberts v. People, (9 Colo. 453)	5133	Robinson v. Franklin, (1 Humph. Tenn. 156)	1410
Roberts v. People, (93 Ill. App. 645)	613	Robinson v. Galveston, (51 Tex. Civ. App. 292)	1416
Roberts v. Piedmont, (166 Mo. App. 1)	5748		
Roberts v. St. Bernard, 29 Ohio Cir. Ct. Rep. 725)	2982		

(References are to Pages.)

Robinson v. Gilman, (30 Me. 299)	583	Rochester v. Farrar, (89 N. Y. S. 1025)	5023
Robinson v. Goldsboro, (122 N. C. 211)	4678	Rochester v. Gleichauf, (82 N. Y. S. 750)	5036
Robinson v. Goldsboro, (126 N. C. 382)	4650	Rochester v. Lee, (15 Simons 376)	643
Robinson v. Great Northern Ry. Co., (48 Minn. 445)	4232	Rochester v. McCauley-Fien Milling Co., (139 N. Y. 207) ..	1385, 1363
Robinson v. Greenville, (42 Ohio St. 625)	5400, 5421, 5662	Rochester v. Osborn, (5 Lans N. Y. 37)	3041, 3042
Robinson v. Jones, (14 Fla. 256) ..	294, 295, 5239	Rochester v. Quintard, (136 N. Y. 221)	4693, 4690
Robinson v. Jones, (71 Mo. 582) ..	390	Rochester v. Rochester & L. O. Water Co., (189 N. Y. 323) ..	2276
Robinson v. Magee, (9 Cal. 81) ..	1654	Rochester v. Rochester R. Co., (91 N. Y. S. 87)	1646
Robinson v. Maryland, (93 Md. 208)	1753	Rochester v. Rochester R. Co., (96 N. Y. S. 152)	4454, 4537, 5534
Robinson v. Merrill, (87 Cal. 11)	4557	Rochester v. Rood, (Hill & D. Lator's Supp. N. Y. 146) ..	2125
Robinson v. Mills, (26 Mont. 391)	1995, 2903	Rochester v. Simpson, (134 N. Y. 414)	1937, 1963, 2192
Robinson v. Miner & Haug, (68 Mich. 549)	3277	Rochester v. Upman, (19 Minn. 108)	2203, 2235
Robinson v. Morris & Co., (30 R. I. 182)	2967	Rochester v. West, (164 N. Y. 510)	2015, 2016
Robinson v. Norfolk, (108 Va. 14) ..	2206, 2210, 2211	Rochester & L. O. Water Co. v. Rochester, (82 N. Y. S. 455) ..	8376, 8516
Robinson v. Norwood, (27 Pa. Super. Ct. 481)	4241, 4251, 4288, 5427	O. Water Co. v. N. Y. 26) ..	3385, 2405
Robinson v. Omaha, (84 Neb. 642)	5632	O. v. Rochester,	2533
Robinson v. Plocha, (5 Cal. 466) ..	5759	O. v. Rochester,	5017
Robinson v. St. Joseph, (97 Mo. App. 503)	4262	O. v. Ross, (109	2571, 2724
Robinson v. St. Louis, (38 Mo. 488)	2613, 4112	Com'rs, In re,	3135, 3137
Robinson v. Sacramento, (16 Cal. 208)	5204, 5210	Lead Co. v. Y. 483) ..	1531, 5431, 5495
Robinson v. Simpson, (8 Houst. Del. 398)	1350	Rock v. American Const. Co. (120 La. 831)	5743
Robinson v. Springfield Southwestern R. Co., (143 Mo. App. 270)	2610, 2397	Rock Creek v. Coddling, (42 Kan. 549)	1376
Robinson v. State, (38 Ark. 641) ..	4183	Rock Creek v. Strong, (96 U. S. 371)	4306, 4330, 4341, 4333
Robinson v. Valparaiso, (136 Ind. 616)	4183	Rock Falls v. Wells, (65 Ill. App. 557)	5766
Robinson v. Walker, (45 Mo. 117)	2431	Rock Falls v. Wells, (169 Ill. 224)	5768
Robinson v. Wayne Circuit Judge, (151 Mich. 315)	5110	Rock Island v. Central Union Tel. Co., (132 Ill. App. 248) ..	2728, 3479, 3489, 3777
Robinson v. Wilmington, (8 Houst. Del. 409)	5676, 5752	Rock Island v. Culnely, (126 Ill. 408)	257
Robinson's Case, (181 Mass. 376)	933	Rock Island v. Gingles, (217 Ill. 185)	5705
Robinson's Estate, In re, (63 Cal. 620)	2496	Rock Island v. Huesing, (25 Ill. App. 600)	5244, 5260
Roby v. Chicago, (64 Ill. 447)	2405	Rock Island v. Lettig, (118 Ill. App. 643)	5111
Roby v. Chicago, (215 Ill. 604) ..	5347, 5348	Rock Island v. McEniry, (69 Ill. App. 213)	5149
Roby v. Sheppard, (42 W. Va. 286)	600	Rock Island v. Starkey, (91 Ill. App. 592)	3278
Roche, In re, (203 N. Y. 610)	5055	Rock Island Lumber & Mfg. Co. v. Elliott, (59 Kan. 42)	4166
Roche v. Dubuque, (42 Ia. 250) ..	3976	Rock Island & P. R. Co. v. Johnson, (204 Ill. 438)	3201, 3652
Roche v. Jersey City, (40 N. J. L. 257)	1783, 1809	Rockebrandt v. Madison, (9 Ind. App. 227)	1027, 4233
Roche v. Jones, (87 Va. 484)	1051	Rockefeller v. Taylor, (59 N. Y. S. 1033)	5320
Rochester, In re, (48 N. Y. S. 764)	2993	Rockefeller v. Taylor, (74 N. Y. S. 812)	4601
Rochester, In re, (127 N. Y. 243) ..	3117, 3119, 4154	Rockford v. Compton, (115 Ill. App. 406)	1226
Rochester v. Alfred Bank, (13 Wis. 433)	4791, 4867, 4878	Rockford v. Hollenbeck, 34 Ill. App. 40)	5605
Rochester v. Bell Tel. Co., (64 N. Y. S. 804)	5534	Rockford v. Hilderbrand, (61 Ill. 155)	1413
Rochester v. Bloss, (91 N. Y. S. 642)	5038		
Rochester v. Bloss, (173 N. Y. 646)	5023		
Rochester v. Bloss, (185 N. Y. 42)	5036		
Rochester v. Collins, (12 Barb. N. Y. 559)	1917, 1961		

TABLE OF CASES.

6075

(References are to Pages.)

Rockford v. Tripp, (83 Ill. 347)...	5743	Rogers v. Bloomington, (23 Ind. App. 601).....	5764
Rockford City Ry. Co. v. Matthews, (50 Ill. App. 287).....	1810	Rogers v. Buffalo, (51 Hun. N. Y. 637).....	120
Rockford Gaslight & Coke Co., (68 Ill. App. 300).....	2863	Rogers v. Buffalo, (123 N. Y. 173).....	404, 1328
Rockland v. Farnsworth, (93 Me. 178).....	408, 857	Rogers v. Burlington, (3 Wall. (U. S.) 654).....	352, 378, 4815, 4828, 4935
Rockland Water Co., (188).....	5031	Rogers v. Clinton County Court, (80 Mo. 101).....	5207, 5216
Ulmer, (87 Me. 357).....	5123	Rogers v. Congleton, (27 Ky. L. Rep. 109).....	1332
Lake T. R. Co. v. Port (92 N. Y. S. 631).....	4201	Rogers v. Jones, (1 Wend. N. Y. 337).....	1615, 1745, 1805, 1866
Water Co. v. Adams, (78).....	3661	Rogers v. Keokuk, (164 U. S. 546).....	872, 874, 4870, 4935
Vater Co. v. Rockland, (67).....	3522, 3969	Rogers v. Milwaukee, (12 Wis. 610).....	3923
v. Pittsburg, (Fed. 11,982).....	4845, 4932	Rogers v. New York, (105 N. Y. S. 172).....	1158
Searsmont, (101 Me. 178).....	5092	Rogers v. Newport, (63 Me. 101).....	3927
Webster, (174 Mass. 247).....	2474	Rogers v. O'Brien, (153 N. Y. 357).....	5823
Vater Co. v. Rockport, (8. 279).....	3829, 3839	Rogers v. Omaha, (78 Neb. 187).....	2625
v. Merchant, (60 Mo. 1385).....	1385, 1386, 1472, 1745, 1844, 2137	Rogers v. Omaha, (80 Neb. 591).....	2582, 2584, 2625
v. Heath, (Tex. 90 S. 5603).....	5740	Rogers v. Omaha, (82 Neb. 118).....	4778, 4779, 5767
v. Bowers, (88 Ia. 4297).....	4297	Rogers v. Orion, (116 Mich. 314).....	5785
v. Nearing, (25 N. Y. 2055).....	2055	Rogers v. Pacific R. Co., (35 Mo. 153).....	1791
v. Hollister, (59 Conn. 894).....	897	Rogers v. People, (9 Colo. 450).....	1203, 2106
or v. State, (165 Ind. 5292).....	5292	Rogers v. Philadelphia, (181 Pa. St. 243).....	4264
Roderick v. Whitson, (51 Hun. N. Y. 620).....	1410, 2044, 2161, 2219	Rogers v. Randall, (29 Mich. 41).....	2982, 5396
Rodgers v. Kent Circuit Judge, (115 Mich. 441).....	1680	Rogers v. Roma, (89 N. Y. S. 130).....	5764
Rodgers v. McCoy, (6 Dak. 238).....	1879	Rogers v. St. Paul, (22 Minn. 494).....	2887, 2896, 2907, 4032, 4033, 4034, 4032, 4242, 4250, 4508
Rodgers v. New York, (100 N. Y. S. 745).....	2715	Rogers v. Slonaker, (32 Kan. 191).....	1320
Rodman v. Musselman, (13 Bush Ky. 354).....	5225	Rogers v. Smith, (5 Hun. N. Y. 476).....	4610
Rodman v. Washington, (123 N. C. 39).....	4951	Rogers v. Stephens, (86 N. Y. 623).....	4870
Rodman-Heath Cotton Mills v. Warhaw, (130 N. C. 293).....	4968	Rogers v. Wickliffe, (29 Ky. L. Rep. 687).....	3853, 3855, 3917
Rodrigue v. Rogers, (4 Cal. App. 257).....	1327	Rogers Ave., <i>in re</i> , (22 N. Y. S. 37).....	3153, 4450
Rodwell v. Newark, (84 N. J. L. 264).....	3052, 3056	Rogers <i>vs.</i>	70
Roe v. Howard, (78 Neb. 448).....	4284	Rogers <i>vs.</i> Chi- cago, (.....)	1736, 7, 3619, 3820
Roe v. Kansas City, (100 Mo. 190).....	5620	Rogers <i>vs.</i> Fer- gus, (1.....)	1, 3723, 3725
Roe v. Phillips, (45 W. Va. 735).....	4777	Rogers <i>vs.</i> Fer- gus, (1.....)	1, 3710, 3723
Roebbing v. Trenton, (68 N. J. L. 40).....	4007	Rogers <i>vs.</i> N. Y. S.	4237
Roebbing v. Trenton Pass. R. Co., (58 N. J. L. 666).....	3620	Rogge v. Elizabeth, (64 N. J. L. 491).....	4266, 4270
Roemheld v. Chicago, (231 Ill. 467).....	2620, 2621, 2626	Rogne v. People, (224 Ill. 449).....	2626
Roff v. Calhoun, (110 Ga. 306).....	4856	Rohde v. Seavey, (4 Wash. 91).....	312, 316
Roffignac St., <i>in re</i> , (4 Rob. La. 357).....	3970	Rohland v. St. Louis, etc. R. Co., (89 Mo. 180).....	2290
Rogan v. Sherman, (20 R. L. 288).....	4682	Rohmeiser v. Bannon, (Ky. 23 S. W. 27).....	2981
Rogan v. Watertown, (30 Wis. 359).....	4823, 4829	Rohr v. Gray, (80 Md. 274).....	2208
Roger v. Whitham, (56 Wash. 190).....	4568	Rohrbacher v. Jackson, (51 Miss. 735).....	2276
Rogers, Appeal of, (128 Pa. St. 364).....	4317	Rolf v. Greenville, (102 Mich. 544).....	5702
Rogers, <i>Ex parte</i> , (7 Cowen. N. Y. 528).....	1303, 1320	Rolls, <i>in re</i> , (30 Kan. 758).....	1952, 2373, 2445
Rogers v. Attica, (98 N. Y. S. 865).....	4265	Roll v. Augusta, (34 Ga. 326).....	4220
Rogers v. Barker, (31 Barb. N. Y. 447).....	1919, 1927, 1953	Roll v. Indianapolis, (52 Ind. 547).....	5412, 5430, 5527, 5532, 5542
Rogers v. Binghampton, (93 N. Y. S. 179).....	2040, 5421		

(References are to Pages.)

Rollins, <i>Ex parte</i> , (80 Va. 314)...	2446	Roper v. New Britain, (70 Conn. 459)	4258, 4264, 4273
Rolph v. Fargo, (7 N. D. 640)	4383, 4385, 4387, 4459	Rork v. Smith, (55 Wis. 67)	4104
Roman v. Strauss, (10 Md. 89) ..	2936	Rose v. Baltimore, 51 Md. 256) ..	825, 2136, 2138
Roman Catholic Archbishop v. Shipman, (79 Cal. 233)	4554	Rose v. Carbonating Co., (60 Mo. App. 28)	1103
Roman Catholic German Church v. Weighaus, (16 Ky. L. Rep. 446)	4013, 4042	Rose v. Chicago, (188 Ill. 347) ..	4070
Rome v. Baker, (107 Ga. 347)	5700	Rose v. Durham, (10 Okla. 373) ..	5030
Rome v. Cabot, (28 Ga. 50)	3668, 3805, 3892	Rose v. Estudille, (39 Cal. 270) ..	1654
Rome v. Davis, (9 Ga. App. 62) ..	5638	Rose v. Hardie, (98 N. C. 44) ..	766, 1432, 1553, 2050, 2053, 2057, 2410
Rome v. Dodd, (58 Ga. 238) ..	5604, 5739	Rose v. Hawley, (118 N. Y. 502) ..	313, 708
Rome v. McWilliams, (67 Ga. 106)	2479, 4985	Rose v. Low, (83 N. Y. S. 598) ..	2648, 2649, 2692
Rome v. McWilliams, (52 Ga. 251)	2190, 2220	Rose v. McKie, (145 Fed. 584) ..	4953, 4975
Rome v. Omberg, (28 Ga. 46)	4220	Rose v. New York, etc. R. Co. (95 N. Y. S. 711)	3625
Rome v. Rome Hotel Co., (132 Ga. 337)	4226	Rose v. St. Charles, (49 Mo. 509) ..	2301, 3204, 3278, 5554
Rome v. Whitestown Water Works Co., (100 N. Y. S. 357) ..	926, 1268, 2092, 3123, 4619, 4923	Rose v. Trestrail, (62 Mo. App. 353)	4156, 4488, 4489
Rome v. Worcester, (188 Mass. 307)	5543	Rose v. Toledo, (24 Ohio Cir. Ct. 540)	5400, 5454
Romeo v. Chapman, (2 Mich. 179)	572, 573, 2312	Rosebaugh v. Saffin, (10 Ohio 31) ..	158, 230, 1551, 1552, 2056
Romero v. United States, (24 Ct. of Cl. 331)	1114, 1124	Rosedale v. Ferguson, (3 Ind. App. 596)	2797
Rommeney v. New York, (63 N. Y. S. 186)	5484	Rosedale v. Golding, (55 Kan. 167)	5629
Romney and Mersea, Tps., <i>In re</i> , (11 Ont. App. 712)	1459	Rosedale v. Hanner, (157 Ind. 390)	2910
Ronan v. People, (193 Ill. 631) ..	1848, 4012, 4017	Rosell v. Neptune City, (68 N. J. L. 509)	4315, 4322, 4379, 4479
Rondot v. Rogers Tp., (99 Fed. 202)	4809, 4836, 4851, 4876, 4891, 4908, 4929	Rosenbaum, <i>In re</i> , (6 N. Y. S. 184) ..	4109, 4503
Ronede v. Jersey City, (Fed. Cas. No. 12,031a)	4876, 4884, 4936	Rosenbaum, <i>In re</i> , (119 N. Y. 24)	2661
Ronede v. Jersey City, (18 Fed. 719)	4883, 4935	Rosenbaum v. Newbern, (118 N. C. 88) ..	1724, 1937, 2168, 2221, 5414
Roney v. Des Moines, (150 Ia. 447)	5720, 5721	Rosenberg v. Freeman, (5 N. Y. S. 891)	4493
Ronkosky v. Tacoma, (Wash. 128 Pac. 2)	5528, 5544	Rosenberg v. Selma, (Ala. 52 So. 742)	2326, 2335, 2336
Roodhouse v. Briggs, (105 Ill. App. 116)	635	Rosenberg v. Sheen, (77 N. J. Eq. 476)	2078
Roodhouse v. Christian, (55 Ill. App. 107)	5625	Rosenblatt, <i>Ex parte</i> , (19 Nev. 439)	1675
Roodhouse v. Jennings, (29 Ill. App. 50)	1089, 2595	Rosenbloom v. State, (64 Neb. 342)	2221, 2242
Roodhouse v. Johnson, (57 Ill. App. 73)	1152, 1449	Rosencrans v. Eatontown, (N. J. L. 77 Atl. 88)	1943
Rooney v. May, (23 La. Ann. 30)	4173	Rosenheim, <i>Ex parte</i> , (83 Cal. 388)	1555
Rooney v. Snow, (131 Cal. 51) ..	4780	Rosenthal v. Goldsboro, (149 N. C. 128)	1999, 2866, 2867
Roos v. State, (6 Minn. 428)	599	Rosenthal v. State Canvassers, (50 Kan. 129)	5272
Roosevelt v. Draper, (23 N. Y. 318)	2717, 5320, 5343, 5367	Rosetto v. Bay St. Louis, (Miss. 52 So. 785)	1045
Roosevelt v. Varnum, (12 How. Pr. N. Y. 469)	2717	Ross v. Barber, (86 Mich. 380) ..	998
Roosevelt Hospital v. New York, (84 N. Y. 108)	4033, 4417, 4420	Ross v. Butler, (19 N. J. Eq. 294) ..	1968
Root v. Erdelmeyer, (37 Ind. 225) ..	268, 4969, 4993	Ross v. Chicago, (91 Ill. App. 416)	4262
Root v. Erdelmeyer, (1 Wils. Ind. 99)	256	Ross v. Cincinnati, (24 Ohio Cir. Ct. R. 43)	4241
Root v. Newport, (11 Ky. Law Rep. 259)	4995	Ross v. Clinton, (46 Ia. 606) ..	5528, 5544
Root v. Pennsylvania Co., (7 Ohio N. P. 337)	2943	Ross v. Curtiss, (31 N. Y. 606) ..	4805
Root v. Shields, (Woolw. U. S. 340)	2456, 2457	Ross v. Gates, (117 Mo. App. 237) ..	2672, 4490, 4494, 4546
Root v. Topeka, (63 Kan. 129) ..	2743, 2755	Ross v. Gates, (183 Mo. 338) ..	3955, 4546
Roper v. Laurinburg, (90 N. C. 427)	813, 1136, 1110, 1111, 1112, 1136, 2598	Ross v. Kendall, (183 Mo. 338) ..	3154, 4040, 4101
Roper v. McWhorter, (77 Va. 214)	508, 594, 5313	Ross v. Lettice, (184 Ga. 866) ..	1610
		Ross v. Lipscomb, (83 S. C. 136) ..	4665, 4844
		Ross v. Long Branch, (73 N. J. L. 292)	2479, 2541, 2602
		Ross v. Madison, (1 Ind. 281) ..	578, 1378, 2615, 5394, 5555

TABLE OF CASES.

6077

(References are to Pages.)

Ross v. Michigan United Ry. Co., (165 Mich. 28)	3774	Rouse v. Somerville, (130 Mass. 361)	1894
Ross v. Oglebay, (117 Mo. App. 236)	2672	Rouse v. Youard, (1 Kan. App. 270)	1396
Ross v. Oskaloosa, (126 Ia. 630)	1397	Rousey v. Wood, (47 Mo. App. 465)	390
Ross v. Passaic City, (64 N. J. L. 428)	439	Roush v. Morrison, (47 Ind. 414)	1660
Ross v. Philadelphia, (115 Pa. St. 232)	2612	Roussel v. New Orleans, (115 La. 551)	2412
Ross v. Portland, (42 Ore. 134) ..	5018	Rowan's	
Ross v. Stackhouse, (114 Ind. 200)	4241	Rowe v.	
Ross v. Thompson, (78 Ind. 90) ..	2817	Rowe v.	
Ross v. United Counties of York and Peel and Town of Belleville, (30 Up. Can. 81)	1745	Rowe v.	
Ross v. Walton, (67 N. J. L. 688)	5041	Rowell	
Ross v. Wimberly, (60 Miss. 845) ..	1808	Rowell	
Ross v. Winsor, (48 N. J. L. 95) ..	430	Rowland	5373
Rosberg v. State, (111 Md. 394) ..	2241	Rowland v. Gallatin, (75 Mo. 134) ..	6477
Rossire v. Boston, (4 Allen, Mass. 57)	2550	Rowland v. Greencastle, (157 Ind. 591)	2120
Rost v. New Orleans, (15 La. 139)	1651	Rowland v. New York, (83 N. Y. 272)	1149
Rotenberry v. Yalobusha, (67 Miss. 470)	330	Rowland v. Philadelphia, (302 Pa. 50)	5720
Roth v. Forsee, (107 Mo. App. 471)	2974	Rowlett v. Shepherd, (4 La. 86) ..	1651
Roth v. Haz, (68 Mo. App. 233) ..	4075	Rowley v. People, (63 Ill. App. 298)	1011
Roth v. House of Refuge, (31 Md. 359)	5107	Rowley v. Rochester, (60 N. Y. 8. 160)	1015
Roth v. St. Joseph, (164 Mo. App. 36)	5449	Rowze v. Pierce, (75 Miss. 846) ..	2512, 2534, 2535, 2536, 2537
Roth v. State, (158 Ind. 242) ..	1613	Roxbury v. Boston & Providence Ry., (6 Cush. Mass. 424)	1763
Rothacker v. Philadelphia, (42 Pa. Super. Ct. 408)	5751	Roxbury v. Nickerson, (114 Mass. 544)	4540
Rothrock v. Easton School District, (128 Pa. St. 437)	1122, 1143, 1299	Roy v. Schuff, (51 La. Ann. 26) ..	2146
Rothschild v. Darien, (69 Ga. 503)	2316	Royal v. Cordela, (132 Ga. 135) ..	3534
Rothschild v. Bantel, (152 Cal. 5)	747	Royall v. Virginia, (116 U. S. 572)	1654
Rothschild & Co. v. Chicago, (227 Ill. 205)	2393	Royal Ins. Co. v. South Park Com'rs, (176 Ill. 491)	1471
Rough River Tel. Co. v. Cumberland Tel. & Tel. Co., (119 Ky. 470)	3429	Royal St., <i>in re</i> , (16 La. Ann. 393)	3995
Roughton v. Atlanta, (113 Ga. 945)	5439	Royce v. Salt Lake City, (15 Utah 401)	5440, 5477, 5495
Roule v. Valcour, (58 N. H. 347) ..	1841	Roy v. Columbia, (193 Pa. St. 146)	4046
Roumfort v. Delaney, (280 Pa. St. 374)	2070	Rozella, <i>in re</i> , (57 Fed. 155)	1676
Roumfort v. Harrisburg, (3 Pearson 101)	5351	Rozell v. Anderson, (91 Ind. 591) ..	5532, 5533
Round v. Mumford, (2 R. I. 154) ..	1172, 1740, 3909	Ruan St., <i>in re</i> , (24 Wkly. N. Cas. Pa. 460)	3000
Rounds v. Allee, (116 Ia. 345)	5483	Rube v. Sullivan, (23 Neb. 779) ..	3225
Rounds v. Bangor, (46 Me. 541) ..	1167, 1057, 1058	Rubey v. Shain, (54 Mo. 307) ..	1713, 5202, 5328
Rounds v. Mansfield, (38 Me. 586) ..	3926, 4327	Rubright v. Pittsburg, (147 Pa. St. 355)	4089
Rounds v. Smart, (71 Me. 380) ..	3244	Ruch v. Rock Island, (Fed. Cas. 12,105)	3245, 3310
Roundtree v. Galveston, (42 Tex. 613)	4856	Rucker v. Huntington, (66 W. Va. 104)	5738, 5775
Roundtree v. Hutchinson, (57 Wash. 414) ..	3626	Rucker v. Supervisors, (7 W. Va. 661)	1151
Roundtree v. Rents, (119 Ga. 385)	3653	Rudderow v. Philadelphia, (166 Pa. St. 341)	4235, 4268
Rourke v. Holmes St. R. Co., (221 Mo. 46)	271	Ruddiman v. Taylor, (95 Mich. 547)	3204
Rourke v. Olcott Water Co., (Vt. 78 Atl. 715)		Rude v. St. Louis, (92 Mo. 408) ..	2948, 4233
Rouse v. Moore, (18 Johns. N. Y. 407)		Rudland v. Sunderland Corporation, (49 J. P. 259)	1415
		Rudolph, <i>in re</i> , (6 Sawyer U. S. 295)	1673
		Rudolph v. Elyton, (161 Ala. 525) ..	2933
		Rudolph v. Hutchinson, (134 Wis. 283)	1154, 4780

(References are to Pages.)

Rudolph v. New Orleans, (11 La. Ann. 242)	1933, 5399	Russell v. Cage, (66 Tex. 428) ..	841
Ruell v. Alpena, (108 Mich. 290) ..	1797	Russell v. Canastota, (98 N. Y. 496)	5609
Ruffing v. State, (80 Neb. 555) ..	2426	Russell v. Chicago, (22 Ill. 283) ..	1011, 1156
Ruffner v. Hamilton, (1 Disn. Ohio 196)	454, 455	Russell v. Chicago, etc. R. Co., (205 Ill. 155) ..	3272, 3274, 3285, 3413
Ruge v. Apalachicola Oyster Canning & Fish Co., (25 Fla. 656)	885, 5367	Russell v. C. N. Robinson & Co., (153 Ala. 327)	588
Ruggles v. Collier, (43 Mo. 353) ..	299, 718, 820, 847, 1421, 2734, 3910, 3912, 4131	Russell v. Columbia, (74 Mo. 480) ..	1470, 5412, 5590, 5607, 5638
Ruggles v. Fond du Lac, (53 Wis. 436)	5034	Russell v. Filmore, (15 Vt. 130) ..	2170
Ruggles v. Nantucket, (11 Cush. 65 Mass. 433)	1892, 5464	Russell v. Hamilton, (3 Ill. 56) ..	2301
Ruggles v. Nevada, (63 Ia. 185) ..	5734	Russell v. Lincoln, (200 Ill. 511) ..	2972, 2976, 3200, 3203, 3284, 3309
Ruggles v. Washington, (3 Mo. 496)	1176	Russell v. McLellan, (14 Pick. Mass. 63)	684
Ruggles v. Woodland, (88 Cal. 480)	1054, 1057	Russell v. Men of Devon, (2 T. R. 667)	344
Rumford School District v. Wood, (13 Mass. 193) ..	271, 282, 578, 858	Russell v. New Bedford, (5 Gray. Mass. 31)	4263
Rumney v. Campton, (10 N. H. 567)	998	Russell v. New York, (2 Denio N. Y. 461) ..	1893, 3099, 5463, 5464
Rumney v. Keyes, (7 N. H. 571) ..	856	Russell v. Providence, (7 R. I. 566)	807
Rumsey v. People, (19 N. Y. 41) ..	600	Russell v. Tacoma, (8 Wash. 156)	503, 5401, 5432, 5512
Rumsey v. Sauk Centre, (59 Minn. 316)	699, 709	Russell v. State, (11 Kan. 308) ..	921
Rumsey Mfg. Co. v. Schell, (21 Mo. App. 175)	1395, 1516, 2608, 2623	Russell v. Tate, (52 Ark. 541) ..	426, 1181, 4602, 5315, 5366
Rund v. Fowler, (142 Ind. 214) ..	1571, 1904, 1948	Russell v. Wellington, (157 Mass. 100)	916, 1321
Rundle v. Baltimore, (28 Md. 356)	2426	Russell v. Williamsport, (9 Pa. Co. Ct. R. 129)	940
Rundlett v. St. Paul, (64 Minn. 223)	1121	Russellville v. Edwards, (80 Ark. 314)	2308, 2430
Rung v. Shoneberger, (3 Watts. Pa. 23)	3300, 3332	Russellville v. Purdy, (206 Ill. 142)	5024
Runyon v. Bordine, (14 N. J. L. 472)	1993	Russellville v. White, (41 Ark. 485)	2201
Ruohs v. Athens, (91 Tenn. 20) ..	321, 342, 364, 367	Russellville Home T. Co. v. Commonwealth, (33 Ky. L. Rep. 132)	2867
Rupp v. Burgess, (70 N. J. L. 7)	3920	Rutgers v. New Brunswick, (42 N. J. L. 51)	471
Ruppenthal v. St. Louis, (190 Mo. 213)	1531, 3294, 5624	Rutgers' College A. A. v. New Brunswick, (65 N. J. L. 279) ..	1516
Rusch v. Davenport, (6 Ia. 443) ..	5597, 5620	Ruth v. Abingdon, (80 Ill. 418) ..	2385
Ruschenberg v. Southern Electric R. Co., (161 Mo. 70) ..	763, 1787, 2094	Rutherford v. Hamilton, (97 Mo. 543)	310, 315, 471, 476, 497, 774, 835, 1326, 1361, 1839, 4080
Ruscomb St., <i>In re</i> , (30 Pa. Super. Ct. 476)	2999, 3002	Rutherford v. Heddens, (82 Mo. 388)	310, 315, 476, 497, 774
Ruscomb St., <i>In re</i> , (33 Pa. Super Ct. 148)	3000	Rutherford v. Hudson River Traction Co., (78 N. J. L. 227) ..	3459, 3479, 3570, 3573
Rush v. Dinwiddie, (139 Ind. 128)	2503	Rutherford v. McGinnis, (72 N. J. L. 444)	5030
Rush v. Hayattsville, (116 Md. 122)	4578, 5346	Rutherford v. Swink, (96 Tenn. 564)	1788, 1791
Rush v. Joseph H. Bauland Co., (81 N. Y. S. 830)	2033	Rutherford v. Swink, (90 Tenn. 152)	1840
Rusher v. Aurora, (71 Mo. App. 418)	5622	Rutherford v. Taylor, (38 Mo. 315)	1964, 2512, 2515, 2537
Rusher v. Dallas, (83 Tex. 151) ..	415, 974, 5063, 5401	Rutherford v. Williamson, (70 W. Va. 402)	5477
Rushton v. Allegheny, (192 Pa. 574)	5692	Ruthven, <i>Ex parte</i> , (17 Mo. 541) ..	2445
Rushville v. Adams, (107 Ind. 475)	5681	Rutland, <i>In re</i> , (128 N. Y. S. 94) ..	3288
Rushville v. Rushville Natural Gas Co., (132 Ind. 575) ..	1453, 1721, 3420, 3421, 2573, 3704	Rutland-Canadian R. Co. v. Central Vermont R. Co., (72 Vt. 128)	3133
Rushville v. Rushville Nat. Gas Co., (164 Ind. 162)	1641	Rutland Electric Light Co. v. Marble City Electric Light Co., (65 Vt. 377)	2012, 3524, 3526
Rushville Nat. Gas Co. v. Rushville, (121 Ind. 206)	1294, 1300, 1305, 4812, 4814	Rutledge v. Brown, (14 Lea. Tenn. 124)	2193
Rusk v. Berlin, (173 Ill. 634)	3228	Rutter v. Chapman, (8 M. & W. 1)	293, 294
Russell v. Burlington, (30 Ia. 262)	4229	Rutter v. Fidler, (11 Pa. 181) ..	1987
		Ruttle v. Covington, (Ky. 10 S. W. 644)	3401
		Ryan, <i>Ex parte</i> , (8 Ohio Dec. 299) ..	2216
		Ryan, <i>In re</i> , (79 Neb. 414)	1337

TABLE OF CASES.

5079

(References are to Pages.)

Ryan v. Altschul, (182 Cal. 174)	4455	Sacramento v. Dillham, (102 Cal. 107)	1517
Ryan v. Ashbridge, 10 Pa. Dist. R. 153)	2631, 2660	Sacramento v. Fowle, (21 Wall. U. S. 119)	5183
Ryan v. Bay City, (160 Mich. 559)	4154	Sacramento v. Kirk, (7 Cal. 419)	2767
Ryan v. Boston, (118 Mass. 248)	3915, 3974, 4237, 4279	Sacramento v. The New World, (4 Cal. 41)	1438
Ryan v. Central City, (21 Ky. L. Rep. 1070)	5009	Sacramento Paving Co. v. Anderson, (1 Cal. App. 872)	1500, 1514, 3934, 4124
Ryan v. Dubuque, (112 Ia. 284)	4180	Sacramento Paving Co. v. Martyn, (1 Cal. App. xviii)	1514, 4124
Ryan v. Dubuque, (106 Ia. 312)	4153	Saddle River v. Garfield Water Co., (N. J. Ch. 32 Atl. 978)	2377
Ryan v. Foster, (127 Ia. 737)	5742, 5747	Sadler v. Eureka, (15 Nev. 39)	2698
Ryan v. Gaynor, (122 N. Y. S. 94)	1255	Sadler v. Niles, (6 Wash. 182)	4556
Ryan v. Handley, (42 Wash. 332)	1206, 1250	Sadler v. New York, (93 N. Y. S. 572)	5236
Ryan v. Hoffman, (26 Ohio St. 109)	4622, 5235	Safety Insulated v. Baltimore, (66 F	2707
Ryan v. Jacob, (6 Wkly. Law Bul. 139)	1922	Safety Insulated v. Baltimore, (26 U	1642
Ryan v. Kansas City, (323 Mo. 471)	5418, 5732, 5745	Safford v. Detroit Health, (110 Mi	1931
Ryan v. Leavenworth, (30 Kan. 185)	5262	Safford v. Pittsburg Ct. 107)	2022, 5256
Ryan v. Lynch, (68 Ill. 159)	1326, 1341, 1364, 1493, 4867, 4935, 4939	Sag Harbor, <i>in re</i> , (32 Misc. R. N. Y. 624)	341
Ryan v. Louisville, (132 Ky. 714)	2557	Sage v. Dillard, (15 B. Mon. Ky. 340)	1770
Ryan v. New York, (177 N. Y. 371)	1135, 2184	Sage v. Fargo Tp., (107 Fed. 382)	4857, 4879
Ryan v. New York, (50 How. Pr. N. Y. 91)	925	Sage v. Plattsmouth, (42 Neb. 558)	655
Ryan v. Orbison, (7 Ohio Cir. Ct. R. 30)	4665	Saginaw v. School District, (9 Mich. 541)	798
Ryan v. Paterson, (56 N. J. L. 522)	334, 335, 3643, 3648, 3696, 3701	Saginaw v. Saginaw Circuit Judge, (106 Mich. 32)	2222
Ryan v. Summer, (17 Wash. 228)	4415, 4449	Saginaw v. Swift Electric Light Co., (113 Mich. 660)	1674, 2653
Ryan v. Thomson, (22 N. Y. Sup. Ct. 171)	4429	Saginaw Gas Light Co. v. Saginaw, (28 Fed. 529)	1646, 1773, 3415, 3422
Ryerson v. Passaic, (40 N. J. L. 118)	4464	Saginaw Power Co. v. Saginaw, (193 Fed. 1008)	3513, 3440, 3474
Rylands v. Fletcher, (L. R. 3 H. L. 230)	5515	St. Albans v. Noble, (56 Vt. 525)	3025, 3027
Ryther v. Austin, (72 Minn. 24)	5674	St. Anthony v. Brandon, (10 Idaho 205)	1482, 2119
S.			
Seal v. Fortner, (124 La. 112)	2145	St. Anthony Falls Water Power Co. v. King Wrought Iron Bridge Co., (23 Minn. 186)	2827
Sebatier v. His Creditors, (6 Mart. N. S. La. 525)	1636	St. Benedicts Abbey v. Marion, (59 Ore. 411)	4227
Sabin v. Curtis, (3 Idaho 462)	599	St. Bernard v. Kemper, (60 Ohio St. 344)	3998, 4382
Sachs v. Lyons, (103 N. Y. S. 149)	1815, 1831	St. Charles v. Deemar, (174 Mo. 122)	4460
Sachs v. Tonowanda, (79 Ill. App. 429)	2533	St. Charles v. Elsner, (165 Mo. 571)	794, 2157, 2198
Sachs v. Sioux City, (109 Ia. 224)	2784, 2788, 2790, 2791, 5539	St. Charles v. Hackman, (133 Mo. 634)	1550, 1866, 2209, 2239, 2428
Sackett v. Morris, (149 Ill. App. 152)	1364, 2696, 5147, 6136	St. Charles v. Meyer, (58 Mo. 36)	1709, 1749, 1873, 2159, 2161
Sackett v. New Albany, (38 Ind. 473)	429, 4703, 4712, 5357	St. Charles v. Nolle, (51 Mo. 122)	1434, 1612, 1620, 2210, 2212, 2253, 4948
Sackett v. State, (74 Ind. 486)	1326	St. Charles v. O'Malley, (13 Ill. 407)	1368, 1379, 1380, 1344, 2383, 2417
Sackett St., <i>in re</i> , (74 N. Y. 95)	4348, 4352, 4457	St. Charles St. R. Co. v. Board of Assessors, (51 La. Ann. 459)	5032
Saco v. Wentworth, (27 Me. 156)	2375	St. Clair v. Interstate Sand and Car T. Co., (192 U. S. 454)	393
Sacramento v. Bird, (15 Cal. 294)	1783	St. Clair County Turnpike Co. v. Illinois, (96 U. S. 63)	3436
Sacramento v. California Stage Co., (12 Cal. 134)	2190, 2195, 2211	St. Clair School Dist. v. Monon-hagela Water Co., (166 Pa. 81)	3865
Sacramento v. Clunie, (120 Cal. 29)	2974, 3297	St. Cloud v. Water Light & Power Co., (88 Minn. 329)	3512, 3771
Sacramento v. Crocker, (18 Cal. 119)	2189, 2225		

(References are to Pages.)

St. Columba's Church v. North Jersey St. R. Co., (N. J. Eq. 70 Atl. 692)	2938, 2828, 3435, 3787, 3788
St. Columba's Church v. Public Service R. Co., (80 N. J. L. 353)	3433, 3437
St. Francis Levee Dist. v. Bodkin, (108 Tenn. 700)	5168, 5169, 5223
St. George v. Rockland, (89 Me. 43)	5099
St. Germain v. Fall River, (177 Mass. 550)	5482, 5514, 5678, 5747
St. George Contracting Co. v. New York, (128 N. Y. S. 393)	4145
St. John v. East St. Louis, (50 Ill. 92)	4461, 4462
St. John v. East St. Louis, (136 Ill. 207)	1775, 4044, 4095, 4099
St. John v. Iowa Business Men's Building & Loan Assn., (136 Ia. 448)	1762
St. Johns v. McFarlan, (33 Mich. 72)	1726, 5199
St. John v. New York, (6 Duer N. Y. 315)	2131, 2138, 3888
St. Johns v. New York, (8 Bosw. N. Y. 483)	2133, 2918
St. John v. Quitzow, (72 Ill. 334)	3011
St. John's Gas Co. v. San Juan, (1 Porto Rico Fed. Rep. 160)	5386, 5479
St. Johnsbury v. Thompson, (59 Vt. 300)	782, 1410, 1804, 1806, 2199, 2396
St. Joseph v. Anthony, (30 Mo. 537)	4334
St. Joseph v. Baker, (86 Mo. App. 310)	4555
St. Joseph v. Dye, (72 Mo. App. 214)	2254, 2350
St. Joseph v. Ernst, (95 Mo. 360)	2264, 2265
St. Joseph v. Farrell, (106 Mo. 437)	836, 4095, 4096, 4327, 4340, 4462, 4485
St. Joseph v. Forsee, (110 Mo. App. 237)	4486, 4487
St. Joseph v. Forsee, (110 Mo. App. 127)	4487
St. Joseph v. Hamilton, (43 Mo. 282)	3150
St. Joseph v. Hannibal, etc., R. Co., (39 Mo. 476)	5014
St. Joseph v. Harris, (59 Mo. App. 122)	1629, 2125, 2344, 2380
St. Joseph v. Kansas City, etc., R. Co., (118 Mo. 671)	5034, 5036
St. Joseph v. Landis, (54 Mo. App. 315)	4072, 4073, 4076, 4097, 4505
St. Joseph v. Levin, (128 Mo. 588)	2171, 2306, 2326, 2328, 2347
St. Joseph v. Lung, (93 Mo. App. 626)	2259
St. Joseph v. McCabe, (58 Mo. App. 542)	1166
St. Joseph v. O'Donoghue, (31 Mo. 345)	4334
St. Joseph v. Owen, (110 Mo. 445)	3024, 3031, 3038, 3912, 4072, 4076, 4338, 4391, 5528
St. Joseph v. Pitt, (109 Mo. App. 635)	4989
St. Joseph v. Porter, (29 Mo. App. 605)	2253
St. Joseph v. Rogers, (16 Wall. U. S. 644)	539, 874, 927, 1297, 1539, 4670
St. Joseph v. Saville, (39 Mo. 460)	5001
St. Joseph v. Schulz, (132 Mich. 213)	3201
St. Joseph v. Truckenmiller, (183 Mo. 9)	4267
St. Joseph v. Vail, (137 Mich. 276)	5032
St. Joseph v. Vesper, (59 Mo. App. 459)	1421, 1565, 1866
St. Joseph v. Wilshire, (47 Mo. App. 125)	345, 3057, 3909, 3911
St. Joseph's Asylum, In re, (69 N. Y. 353)	4417
St. Joseph County Com'rs., etc. v. Ruckman, (57 Ind. 96)	1660
St. Joseph Fire Ins. Co. v. Leland, (90 Mo. 177)	1168
St. Joseph, etc. R. Co. v. Buchanan County Court, (39 Mo. 485)	839, 875, 5412
St. Joseph School Board v. Hull, (72 Mo. App. 403)	1168
St. Lawrence v. Furman, (171 Fed. 400)	4913, 4914
St. Louis v. Alexander, (23 Mo. 483)	872, 959, 1511, 1781, 1793, 1807, 4608
St. Louis v. Allen, (13 Mo. 400)	206, 379, 599, 608, 615, 638, 766
St. Louis v. Allen, (53 Mo. 44)	1659, 4453, 4536, 4567
St. Louis v. Ameln, (Mo. 139 S. W. 429)	2151
St. Louis v. Anderson, (229 Mo. 181)	4214
St. Louis v. Annex Realty Co., (175 Mo. 63)	4521
St. Louis v. Armstrong, (38 Mo. 29)	4484
St. Louis v. Armstrong, (56 Mo. 298)	3032
St. Louis v. Babcock, (156 Mo. 148)	2164, 2172, 2349
St. Louis v. Bell Telephone Co., (96 Mo. 623)	520, 522, 1705, 3707
St. Louis v. Bentz, (11 Mo. 61)	1555, 1806, 1807, 1866, 1874, 2164
St. Louis v. Bernoudy, (43 Mo. 552)	4485, 4487
St. Louis v. Bircher, (76 Mo. 431)	2190, 2280
St. Louis v. Boatman's Ins. Co., (47 Mo. 150)	2198, 2203, 2207, 2208, 2265
St. Louis v. Boffinger, (19 Mo. 13)	826, 1411, 1701, 1933
St. Louis v. Bowler, (94 Mo. 630)	989, 1439, 2195, 2196, 2221, 2282
St. Louis v. Bressler, (56 Mo. 340)	4098, 4536
St. Louis v. Brinkwirth, (204 Mo. 280)	4433, 4436
St. Louis v. Brown, (155 Mo. 545)	8093, 4290, 4402
St. Louis v. Buss, (159 Mo. 9)	4446
St. Louis v. Cafferata, (24 Mo. 94)	1421, 1555, 1806, 1807, 1866, 1873, 2127, 2128
St. Louis v. Calhoun, (222 Mo. 44)	4415, 4433
St. Louis v. Clemens, (36 Mo. 476)	3990, 4443, 4454, 4537, 4567
St. Louis v. Clemens, (42 Mo. 69)	2769, 4138
St. Louis v. Clemens, (43 Mo. 395)	718, 820, 3911
St. Louis v. Clemens, (49 Mo. 552)	4330, 4443, 4449, 4453, 4462
St. Louis v. Clemens, (52 Mo. 133)	348, 959, 3911
St. Louis v. Coffee, (76 Mo. App. 318)	2305, 2427
St. Louis v. Connecticut Mutual Life Ins. Co., (107 Mo. 92)	1469, 1824, 5206

TABLE OF CASES.

6081

(References are to Pages.)

St. Louis v. Consolidated Coal Co., (113 Mo. 83) 1439, 2222	St. Louis v. 21 2938
St. Louis v. Consolidated Coal Co., (158 Mo. 342) 891	St. Louis v. H 2287
St. Louis v. Cruikshank, (16 Mo. App. 495) 2992	St. Louis v. I 2264
St. Louis v. Davidson, (102 Mo. 149) 2424, 2587, 2775, 2776	St. Louis v. J 2142
St. Louis v. De Lasseus, (205 Mo. 578) 1872	St. Louis v. R. E. Co., 2017
St. Louis v. De Nona, (44 Mo. 126) 4487	St. Louis v. 441) 2151
St. Louis v. Dorr, (128 Mo. 301, 316, 323, 395, 398, 463, 486, 722, 732, 741, 1415, 1740, 1800, 1854, 201 2976	St. Louis v. Juppier, (16 Mo. App. 557) 4252, 4409
St. Louis v. Eagle Pack (214 Mo. 638) 1722	St. Louis v. Kalme, (3 Mo. App. 61) 1755
St. Louis v. Ernst, (95 Mo. 3555	St. Louis v. Karr, (66 Mo. App. 608) 1168, 2424
St. Louis v. Excelsior I Co., (94 Mo. 877) 4502	St. Louis v. Kellman, (Mo. 1911, 129 S. W. 443) 2151
St. Louis v. Fehlauer, (178 Mo. 625) 5685	St. Louis v. King, (226 Mo. 224) 2126
St. Louis v. Ferry Co., (11 Wall. U. S. 423) 5002	St. Louis v. Klausmeier, (212 Mo. 724) 2400
St. Louis v. Fischer, (167 Mo. 654) 1895, 1950	St. Louis v. 119) 0, 1862
St. Louis v. Fitz, (53 Mo. 582) 1823, 1827, 1829, 2349	St. Louis v. 1276, 1 0, 2352
St. Louis v. Flynn, (128 Mo. 412) 1927, 2215	St. Louis v. 247) 2, 2280
St. Louis v. Foster, (52 Mo. 512) 723, 1021, 1285, 1237, 1276, 1410, 1415, 1492, 1511, 1792, 1842, 1844	St. Louis v. 2) 2, 4526
St. Louis v. Frank, (9 Mo. App. 579) 2185, 2992, 4029, 4266	St. Louis v. 591) 5, 2287
St. Louis v. Franka, (76 Mo. 41) 2960, 4206	St. Louis v. 129 S. W. 445) 2151
St. Louis v. Frein, (9 Mo. App. 590) 1942, 2326	St. Louis v. Laclede Gas Light Co., (96 Mo. 197) 2224
St. Louis v. Freivogel, (95 Mo. 522) 2127, 2261	St. Louis v. Laclede Gas Light Co., (155 Mo. 1) 2454
St. Louis v. Galt, (179 Mo. 3) 1976, 2284, 2098	St. Louis v. 4) 4416
St. Louis v. G. H. Wright Contracting Co., (202 Mo. 451) 4214, 4216	St. Louis v. 5) 5, 5140
St. Louis v. G 35) 3909, 4080	St. Louis v. 559) 764, 0, 2260
St. Louis v. G 37) 3184, 3185	St. Louis v. 599) 2351
St. Louis v. G 33) 3950	St. Louis v. 7) 886
St. Louis v. G 502) 2048	St. Louis v. 8) 2229
St. Louis v. G 295) 1740	St. Louis v. 464) 1022, 0, 2424
St. Louis v. G 592) 2550	St. Louis v. lca. (53 M 4, 2206
St. Louis v. G 1744, 2151, 2340	St. Louis Co 348) 6, 5217
St. Louis v. G App. 4425	St. Louis v 301) 2281
St. Louis v. Green, (70 Mo. 562) 1550, 2240, 2249, 2655	St. Louis v. McCoy, (18 Mo. 222) 1022, 1701, 1924
St. Louis v. Green, (6 Mo. App. 591) 2250	St. Louis v. Maggie P., (25 Fed. 202) 2581, 2582
St. Louis v. Green, (7 Mo. App. 462) 1422, 1522, 2207	St. Louis v. Manufacturers' Saving Bank, (49 Mo. 574) 1411
St. Louis v. Grone, (46 Mo. 574) 2242	St. Louis v. Marchel, (89 Mo. 475) 2422, 2429
St. Louis v. Gurno, (12 Mo. 414) 4219, 4222, 4222, 5558	St. Louis v. Meier, (77 Mo. 13) 2214, 2307, 4506
St. Louis v. Hempstead, (4 Mo. 242) 2020	St. Louis v. Melville, (3 Mo. App. 597) 2106, 2108, 2220
St. Louis v. Hardy, (85 Mo. 261) 1825, 4552	St. Louis v. Meyer, (Mo. 129 S. W. 422) 2151, 2325, 2222
St. Louis v. Heltzeberg, P. & P. Co., (141 Mo. 275) 1421, 1520, 1917, 1918, 1921, 1965, 1969	St. Louis v. Meyer, (125 Mo. 522) 2146
St. Louis v. Henning, (225 Mo. 44) 2224	St. Louis v. Meyrose Lamp Co., (129 Mo. 560) 1719, 2074, 2217, 2227, 2279, 5275, 5301
St. Louis v. Herthel, (22 Mo. 122) 781, 1722, 1741, 2196, 2220	St. Louis v. Missouri Pac. Ry. Co., (114 Mo. 12) 2512
	St. Louis v. Newman, (45 Mo. 122) 4546
	St. Louis v. Niehaus, (Mo. 129 S. W. 450) 2151

(References are to Pages.)

St. Louis v. Oeters, (36 Mo. 456)	4058, 4072, 4484
St. Louis v. Pahl, (114 Mo. 32)	2291
St. Louis v. The People's Railway Co., (43 Mo. 379)	4181
St. Louis v. Poeters, (36 Mo. 456)	3990
St. Louis v. Polinsky, (190 Mo. 516)	2151
St. Louis v. Priesmeyer, (12 Mo. App. 592)	2155
St. Louis v. Provenchere, (92 Mo. 66)	4447
St. Louis v. Ranken, (96 Mo. 497)	3187, 4485, 4507, 4565
St. Louis v. Regina Flour Milling Co., (141 Mo. 389)	1965
St. Louis v. Reuter, (190 Mo. 514)	2151
St. Louis v. R. J. Gunning Co., (138 Mo. 347)	2429, 2430
St. Louis v. Robinson, (135 Mo. 460)	1959
St. Louis v. Roche, (128 Mo. 541)	1627, 1814, 2433, 2434
St. Louis v. Rogers, (7 Mo. 19)	265
St. Louis v. Rothschild, (3 Mo. App. 563)	2052
St. Louis v. Rudolph, (36 Mo. 465)	4553
St. Louis v. Ruecking, (232 Mo. 325)	4144, 4147, 4214
St. Louis v. Russell, (9 Mo. 507)	379, 599, 605, 608, 610, 718
St. Louis v. Russell, (116 Mo. 248)	847, 849, 959, 1605, 1944, 1950, 1951, 2217
St. Louis v. Rutz, (138 U. S. 226)	595
St. Louis v. St. Louis Gas Light Co., (5 Mo. App. 484)	2521
St. Louis v. St. Louis Gas Light Co., (70 Mo. 69)	2519, 3826
St. Louis v. St. Louis R. Co., (14 Mo. App. 221)	1748
St. Louis v. St. Louis R. Co., (12 Mo. App. 591)	1814
St. Louis v. St. Louis R. Co., (50 Mo. 94)	4065
St. Louis v. St. Louis R. Co., (89 Mo. 44)	1600, 1745, 2087, 2103
St. Louis v. St. Louis Theater Co., (202 Mo. 690)	2011, 2015, 2340, 2451, 2906
St. Louis v. St. Louis & N. O. Trans Co., (84 Mo. 156)	889, 1439
St. Louis v. St. Louis University, (88 Mo. 155)	3266
St. Louis v. St. Louis World Pub. Co., (227 Mo. 146)	2127
St. Louis v. Sanguinet, (49 Mo. 581)	1786
St. Louis v. Scheer, (Mo. 139 S. W. 434)	2151
St. Louis v. Schefe, (167 Mo. 666)	1950
St. Louis v. Schnuckelberg, (7 Mo. App. 536)	1915, 1919, 1927
St. Louis v. Schoenbusch, (95 Mo. 618)	1555, 1866, 1874, 1903, 2163, 2305
St. Louis v. Schoenemann, (52 Mo. 348)	4087
St. Louis v. Schulenburg & Boeckeler Lumber Co., (13 Mo. App. 56)	398, 888, 892, 1438, 1439
St. Louis v. Shuler, (190 Mo. 524)	2151
St. Louis v. Schulte, (Mo. 1911, 139 S. W. 449)	2151
St. Louis v. Shields, (52 Mo. 351)	380, 389, 398, 507, 512, 526, 528, 540, 543, 4971
St. Louis v. Shields, (62 Mo. 247)	268, 365, 431, 2210
St. Louis v. Smith, (2 Mo. 113)	2272
St. Louis v. Smith, (10 Mo. 489)	2306, 2326, 2323
St. Louis v. Sommers, (148 Mo. 398)	406
St. Louis v. Sparks, (10 Mo. 117)	1025
St. Louis v. Spiegel, (8 Mo. App. 478)	1589, 1923
St. Louis v. Spiegel, (75 Mo. 145)	2202, 2226
St. Louis v. Spiegel, (90 Mo. 587)	1439, 2226
St. Louis v. Steele, (12 Mo. App. 570)	1919, 1927
St. Louis v. Stern, (3 Mo. App. 48)	1335, 1473, 1919, 1927, 1929, 1931, 1952, 2359
St. Louis v. Sternberg, (69 Mo. 289)	1550, 1555, 2223, 2240, 2254, 2264, 2266, 2267, 2306
St. Louis v. Stoddard, (15 Mo. App. 173)	1819, 1825
St. Louis v. Sullivan, (8 Mo. App. 455)	2114
St. Louis v. Tamm Bros. Glue Co., (139 Mo. 572)	2279
St. Louis v. Terminal Railroad Ass'n, (211 Mo. 364)	2787, 2833, 2859, 2872, 4633
St. Louis v. Thierry, (100 Mo. 176)	3060, 3062
St. Louis v. Thomas, (100 Mo. 223)	4313
St. Louis v. Tiefel, (42 Mo. 578)	1483, 2294
St. Louis v. Union Dairy Co., (213 Mo. 148)	1420, 1421, 1863
St. Louis v. United Railways Co., (210 U. S. 266)	3557, 5016
St. Louis v. Vert, (84 Mo. 204)	1622, 1866, 1902, 2163, 2306, 2324, 2350, 2351
St. Louis v. Von Phul, (133 Mo. 561)	4206, 4210
St. Louis v. Warren Com. & Inv. Co., (226 Mo. 148)	1890, 2451
St. Louis v. Waterloo-Carondelet Turnpike Co., (14 Mo. App. 216)	898
St. Louis v. Weber, (44 Mo. 547)	640, 783, 829, 1583, 1589, 1602, 1705, 1923, 2131, 2137, 2377
St. Louis v. Weitzel, (130 Mo. 600)	1487, 1741, 1787, 1866, 1876, 1954, 2197, 2204, 2250, 2251, 2252, 2260, 2305, 2327, 2328, 2329, 2400
St. Louis v. Wenneker, (145 Mo. 230)	570, 1712, 2558, 5007
St. Louis v. Western Union Tel. Co., (39 Fed. 59)	2198
St. Louis v. Western Union Tel. Co., (63 Fed. 68)	1684, 3464, 3557, 3563
St. Louis v. Western Union Tel. Co., (148 U. S. 92)	1426, 1683, 1684, 1685, 1762, 3555, 3559, 3560
St. Louis v. Western Union Tel. Co., (149 U. S. 465)	457, 723, 731, 2832, 3400, 3401, 3552
St. Louis v. White, (99 Mo. 477)	2429
St. Louis v. Wiggins Ferry Co., (40 Mo. 580)	5002
St. Louis v. Wiley, (8 Mo. App. 597)	2113
St. Louis v. Williams, (Mo. 1911, 139 S. W. 340)	2036
St. Louis v. Withaus, (90 Mo. 646)	1323
St. Louis v. Woodruff, (71 Mo. 92)	2251
St. Louis v. Wortman, (213 Mo. 131)	1421, 1780, 1784, 1791

TABLE OF CASES.

6083

(References are to Pages.)

St. Louis v. Young, (Mo. App. 138 S. W. 5)	2306, 2343, 2452
St. Louis Agr. & Mech. Assn. v. Delano, (108 Mo. 217)	1737
St. Louis Brewing Assn. v. Hamilton, (41 Ill. App. 481)	2034
St. Louis Brewing Assn. v. St. Louis, (140 Mo. 419) 819, 3590, 3697, 3781, 3863, 3866,	5202
St. Louis Bridge Co. v. East St. Louis, (121 Ill. 238)	4993
St. Louis Bridge Co. v. People, (125 Ill. 226)	4962
St. Louis County Com'rs v. Nettleton, (22 Minn. 356) ..	4964, 5029
St. Louis County Court v. Griswold, (58 Mo. 175) 406, 50, 1588, 1745, 1797, 1923, 3117, 3118,	3176
St. Louis County Court v. Sparks, (10 Mo. 118)	1046, 5237, 5278
St. Louis County Court v. Sparks, (11 Mo. 201)	5214, 5217
St. Louis Gas Light Co. v. St. Louis, (46 Mo. 121)	1435, 1809, 2761, 2527
St. Louis Gas Light Co. v. St. Louis, (84 Mo. 202)	1369
St. Louis Gas Light Co. v. St. Louis Gas, Fuel & Power Co., (16 Mo. App. 52)	3412
St. Louis Gunning Adv. Co. v. St. Louis, Mo., (Mo. 137 S. W. 929)	2018, 2019
St. Louis Hospital Assn. v. St. Louis, (15 Mo. 592)	2576, 5096
St. Louis Hospital Assn. v. Williams' Admr., (19 Mo. 609) ..	568
St. Louis Quarry, etc. Co. v. Frost, (90 Mo. App. 677)	1597, 2651, 4085, 4362
St. Louis Quarry etc. Co. v. Von Versen, (81 Mo. App. 519)	1597, 2632, 2651
St. Louis Public Schools v. Riskey, (10 Wall. U. S. 91) ..	593, 595
St. Louis Public Schools v. St. Louis, (26 Mo. 468)	4421
St. Louis, etc. R. Co. v. Anthony, (73 Mo. 431)	5147
St. Louis, etc. R. Co. v. Belleville, (122 Ill. 376)	2094, 2415, 3443, 3532, 3566
St. Louis, etc. R. Co. v. Cannon, (31 Tex. Civ. App. 219)	1662
St. Louis, etc. R. Co. v. Cape Girardeau Bell Tel. Co., (134 Mo. App. 406)	3640
St. Louis etc. R. Co. v. Eggmann, (60 Ill. App. 291)	1816, 1829
St. Louis, etc. R. Co. v. Eggmann, (161 Ill. 155)	1454
St. Louis, etc. R. Co. v. Evans & Howard Brick Co., (85 Mo. 307) ..	667
St. Louis, etc. R. Co. v. Fayetteville, (75 Ark. 534)	3081, 3173
St. Louis, etc. R. Co. v. Garber, (51 Tex. Civ. App. 70)	1842
St. Louis, etc. R. Co. v. Gill, (156 U. S. 649)	844, 2089, 3479
St. Louis, etc. R. Co. v. Gordon, (157 Mo. 71)	3220
St. Louis, etc. R. Co. v. Kirkwood, (159 Mo. 239)	3450
St. Louis, etc. R. Co. v. Lindell R. Co., (190 Mo. 246)	2806, 2809
St. Louis, etc. R. Co. v. State, (85 Ark. 131) ..	1662, 2791, 2935
St. Louis, etc. R. Co. v. Wester, (Tex. Civ. App. 96 S. W. 769) ..	1698
St. Louis & Suburban R. Co. v. Lindell R. Co., (190 Mo. 246)	3138, 3392
St. Louis Transfer Ry. Co. v. St. Louis Merchants' Bridge Ter. Ry. Co., (111 Mo. 666) ..	3413
St. Luke's Church v. Mathewa, (4 Des. S. C. 578)	1581
St. Luke's Church v. Slack, (7 Cush. Mass. 226)	1333
St. Mark's Church, In re,, (11 Hun. N. Y. 381)	4418
St. Martin's Vestry v. Bird, (1895, 1 Q. B. 428)	3020
St. Martinsville v. Mary Lewis, (32 La. Ann. 1293) ..	880, 1438, 3894
Ste. Mary v. Barrows, (68 Misc. N. Y. Rep. 545)	826
St. Mary v. Lake Erie etc. R. Co., (60 Ohio St. 136)	1580, 2098
St. Mary etc. Church v. Barrows, (68 Misc. R. N. Y. 545)....	2932, 4281
St. Mary's Church v. Tripp, (14 R. I. 307)	5361
St. Mary's Industrial School v. Brown, (45 Md. 310)	5095
St. Michael's Church v. Philadelphia County, (Brightly N. P. Pa. 121)	5468
St. Patrick's Church Society v. Heermans (68 Misc. R. N. Y. 487)	3863
St. Paul v. Briggs, (85 Minn. 290) ..	762, 792, 1473, 2145, 2194, 2261
St. Paul v. Butler, (30 Minn. 459) ..	4207, 4209
St. Paul v. Byrnea, (38 Minn. 176)	1948
St. Paul v. Chicago etc. R. Co., (63 Minn. 330)	2522, 2927, 3334, 3336, 3419
St. Paul v. Colter, (12 Minn. 41) ..	294, 1421, 1513, 1571, 1898, 2131, 2137, 2190, 2229, 2231, 2281
St. Paul v. Dow, (37 Minn. 20)	2200
St. Paul v. Freedy, (86 Minn. 350) ..	3543
St. Paul v. Giffillan, (36 Minn. 298)	1917, 1968
St. Paul v. Haugbro, (93 Minn. 59)	1967, 1968, 1969
St. Paul v. Johnson, (69 Minn. 184)	1968
St. Paul v. Kuby, (8 Minn. 154) ..	5713, 5757
St. Paul v. Laidler, (2 Minn. 190) ..	786, 1911, 2143, 1416, 1421, 1597, 1826
St. Paul v. Lytle, (69 Minn. 1)	2170, 2171, 2268
St. Paul v. Merritt, (7 Minn. 258) ..	4997, 4999
St. Paul v. Robbins, (93 Minn. 138)	1968
St. Paul v. St. Paul City R. Co., (114 Minn. 250)	3547
St. Paul v. Seltz, (3 Minn. 297) ..	5491, 5614
St. Paul v. Smith, (25 Minn. 372) ..	1944, 2393
St. Paul v. Smith, (27 Minn. 364) ..	1439, 1583, 1985
St. Paul v. Stamm, (106 Minn. 81) ..	2429
St. Paul v. Stoltz, (33 Minn. 233) ..	2261
St. Paul v. Traeger, (25 Minn. 248)	792, 1942, 2099, 2200, 2201
St. Paul v. Troyer, (3 Minn. 291) ..	2190
St. Paul's Catholic Church v. Jersey City, (81 N. J. L. 110) ..	3393
St. Paul Gaslight Co. v. Sandstone, (73 Minn. 225) ..	363, 4887, 4908
St. Paul's Parish etc. v. East St. Louis, (245 Ill. 470)	3211
St. Paul, etc. R. Co. v. Brown, (24 Minn. 517)	5101, 5106
St. Paul, etc. R. Co. v. Duluth, (56 Minn. 494)	3037, 5527, 5551

(References are to Pages.)

St. Paul, etc. R. Co. v. Schurmeir, (7 Wall. U. S. 272)	3321	Salt Lake City v. Christensen, (34 Utah 38)	1746
St. Paul Union Depot Co. v. St. Paul, (30 Minn. 359) 3140, 4315,	4317	Salt Lake City v. East Jordan Irr. Co., (Utah 121 Pac. 592)	3123
St. Paul Water Co. v. Ware, (16 Wall. U. S. 566)	5494	Salt Lake City v. Hollister, (118 U. S. 256)	5164, 5440
St. Peters v. Bauer, (19 Minn. 327) 2291, 2317, 2321, 2364, 2426,	2452	Salt Lake City v. Howe, (37 Utah 170)	1867
St. Petersburg v. English, (54 Fla. 585)	722	Salt Lake City v. Robinson, (Utah 116 Pac. 442)	2309
St. Tammany Waterworks Co. v. New Orleans Waterworks Co., (120 U. S. 64)	3424	Salt Lake City v. Smith, (104 Fed. 457)	4137, 4178, 4180
St. Vincent Female Orphan Asylum v. Troy, (76 N. Y. 108) 2972, 2976,	3942	Salt Lake City v. Wagner, (2 Utah 400)	255 1443, 1883, 2274
Sala v. New Orleans, (Fed. Cas. No. 12,246)	4805, 4935	Salt Lake City Board of Education v. Salt Lake Pressed Brick Co., (18 Utah 211)	2555
Salazar v. New York & H. R. Co., (49 N. Y. S. 1065)	3625	Salter, <i>in re</i> , (127 Wis. 677)	339
Salem v. Anson, (40 Ore. 339) ..	3449	Salter v. Columbus, (125 Ga. 96) ..	2447
Salem v. Cunningham, (45 Mo. App. 614)	1194	Salter v. Reed, (16 Pa. St. 260) ..	4554
Salem v. Eastern R. Co., (98 Mass. 431)	1913, 5171	Saltonstall v. Sanders, (11 Allen Mass. 446)	2507
Salem v. Goller, (76 Ind. 291) ..	5758	Saltsburg Gas Light Co. v. Borough Saltsburg, (138 Pa. St. 250)	2759
Salem v. Henderson, (13 Ind. App. 563)	4414	Saltsman v. Olds, (215 Pa. St. 336)	4617
Salem v. Home Tel. & Tel. Co., (Ore. 122 Pac. 290)	3477	Salvin v. North Brancepeth Coal Co., (L. R. 9 Ch. App. 705) ..	1915
Salem v. Lane & Bodley Co., (139 Ill. 593)	2556	Salzer v. Milwaukee, (97 Wis. 471)	5697
Salem v. Maynes, (123 Mass. 372) ..	2062, 2066	Salzman v. New Haven, (81 Conn. 389)	5434, 5570
Salem v. Webster, (95 Ill. App. 120)	5703	Sam Kee, <i>in re</i> , (31 Fed. 680) ..	1611, 2447
Salem v. Webster, (192 Ill. 369) ..	5602	Samis v. King, (40 Conn. 298) ..	912, 1124, 1369, 1381, 1383, 1512
Salem v. Young, (142 Mo. App. 160) 348, 362, 622, 654, 657, 1574,	4555, 4557	Sample v. Pittsburg, (212 Pa. St. 533)	470
Saleno v. Neosho, (127 Mo. 627) ..	1289, 1503, 1506, 2611, 3425, 3669, 4701, 4784	Sampson v. People, (141 Ill. 17) ..	872, 876
Sales v. Barber Asph. Pav. Co., (166 Mo. 671)	1010, 1011	Sammons v. Gloversville, (175 N. Y. 346) 3032, 3044, 3045, 3053, ..	5549, 5562, 5564
Salisberg & Co. v. St. Charles, (154 Ill. App. 531)	4168, 4169	Sammons v. Gloversville, (70 N. Y. S. 294)	3053
Salina v. Seltz, (16 Kan. 143) ..	1421	Sams v. Toronto, (9 Up. Can. Q. B. 181)	573
Salina v. Wait, (56 Kan. 283) ..	2428	Samson v. Grand Isle, (78 Vt. 383)	5079
Salina Waterworks Co. v. Salina, (195 Fed. 142)	3828	Samuels v. Nashville, (3 Sneed Tenn. 298)	1993, 1983
Saline v. Anderson, (20 Kan. 298) ..	1125	Samuels v. Shelton, (48 Mo. 444) ..	950
Saline County Subscription, <i>in re</i> , (45 Mo. 52)	5208, 5209, 5210, 5217, 5218	San Antonio v. Alamo National Bank, (52 Tex. Civ. App. 561) ..	4775
Salisbury v. Andrews, (19 Pick. Mass. 250)	2796	San Antonio v. Ashton, (Tex. Civ. App. 135 S. W. 757)	5637
Salisbury v. Herchenroder, (106 Mass. 458)	1463, 1464	San Antonio v. Beck, (Tex. Civ. App. 101 S. W. 263) ..	1013, 1116, 1129, 4615
Salisbury v. Highland School Dist. (101 Ia. 556)	3089	San Antonio v. Berry, (92 Tex. 319)	4508, 4992
Salisbury v. Keigher, (47 Minn. 367)	4208, 4209	San Antonio v. Diaz, (Tex. 62 S. W. 549)	5562
Salisbury v. Patterson, (24 Mo. App. 169)	2451	San Antonio v. E. H. Rollins & Sons, (Tex. Civ. App. 127 S. W. 1166)	4858
Salisbury v. Powe, (51 N. C. 6 Jones Law 134)	1933	San Antonio v. French, (80 Tex. 575)	2470
Sallden v. Little Falls, (102 Minn. 358)	4241	San Antonio v. Gould, (34 Tex. 49)	4830, 4842
Sallee v. St. Louis, (152 Mo. 615) ..	5418, 5448	San Antonio v. Hoefling, (90 Tex. 511)	5030
Salman v. Haynes, (50 N. J. L. 97)	1092, 1352, 1353, 1372	San Antonio v. Jones, (23 Tex. 19)	4649
Salmon v. Kansas City, (241 Mo. 14)	5487, 5489, 5491, 5492	San Antonio v. L. A. Marshall & Co., (85 S. W. 315)	4163, 4171
Salmon v. Rural Independent School Dist. (125 Fed. 235) ..	4889, 4929	San Antonio v. Lane, (82 Tex. 405)	4937
Salomon v. United States, (19 Wall. 86 U. S. 17)	2616	San Antonio v. Lewis, (15 Tex. 388)	3336
Salt Creek v. King Iron Bridge & Mfg. Co. (51 Kan. 520)	2770	San Antonio v. Mackey, (14 Tex. Civ. App. 210)	5386, 5448

TABLE OF CASES.

6085

(References are to Pages.)

San Antonio v. Mehaffy, (96 U. S. 812)	4842, 4908, 580
San Antonio v. Micklejohn, (89 Tex. 79)	1074, 1128, 1395
San Antonio v. Pizzini, (Tex. 58 S. W. 635)	5562, 5567
San Antonio v. Porter, (24 Tex. Civ. App. 444)	5765, 5774, 5775
San Antonio v. Raley, (Tex. 32 S. W. 180)	5038
San Antonio v. Rowley, (48 Tex. Civ. App. 376)	2973, 3269
San Antonio v. Royal, (Tex. 16 S. W. 1101)	2133
San Antonio v. Salvation Army, (Tex. Civ. App. 127 S. W. 860)	1909, 2109
San Antonio v. San Antonio St. R. Co., (15 Tex. Civ. App. 1)	3529
San Antonio v. Stevens, (Tex. 126 S. W. 666)	4122, 5145
San Antonio v. Serne, (45 Tex. Civ. App. 341)	1161, 1218
San Antonio v. Strumberg, (70 Tex. 366)	5367
San Antonio v. Sullivan, (4 Tex. Civ. App. 451)	2811, 3290
San Antonio v. Talerico, (Tex. 78 S. W. 28)	5722, 5739
San Antonio v. Tobin, (Tex. Civ. App. 101 S. W. 269)	1013, 4616
San Antonio v. Tobin, (100 Tex. 589)	1129
San Antonio v. Wildenstein, (49 Tex. Civ. App. 514)	2796, 2833, 5631, 5686
San Antonio etc. R. Co. v. Bergsland, (12 Tex. Civ. App. 97) ..	3419
San Antonio etc. R. Co. v. Southwestern Tel. & Tel. Co., (93 Tex. 313)	3383
San Antonio St. Ry. Co. v. San Antonio, (22 Tex. Civ. App. 341)	5026
San Antonio St. R. Co. v. State, (90 Tex. 520)	3493, 3774
San Antonio Traction Co. v. Altgelt, (200 U. S. 304)	520, 1646, 1762, 3714
San Chung's Petition, <i>In re</i> , (11 Cal. App. 511)	1909, 2163
Sanborn v. Amarillo, (42 Tex. Civ. App. 115)	3260
Sanborn v. Kimball, (64 Me. 140)	1231, 1232
Sanborn v. Machias Port, (53 Me. 82)	807
Sanborn v. Mason City, (114 Ia. 189)	4442
Sanborn v. Neal, (4 Minn. 126) ..	1176
Sanborn v. Rice, (9 Minn. 273) ..	533
Sanborn v. School Dist. (12 Minn. 17)	1371
Sanborn v. Van Duyne, (90 Minn. 215)	2524
Sanders v. Brown, (65 Ark. 498) ..	4327
Sanders v. Cauley, (52 Tex. Civ. App. 261)	3329
Sanders v. Commonwealth, (117 Ky. 1)	2152
Sanders v. Riverside, (118 Fed. 720)	3231
Sanders v. St. Louis & New Orleans Anchor Line, (97 Mo. 26)	595
Sanders v. Southern Electric Ry. Co., (147 Mo. 411)	1413, 1467, 1822, 1849, 1884, 1898, 2043, 2096, 2097, 2098
Sanders v. Steele, (124 Ala. 415) ..	5223
Sanderson v. Herman, (108 Wis. 662)	4078, 4461
Sandersville v. Hurst, (111 Ga. 453)	5629
San Diego v. Dauer, (97 Cal. 442)	5075, 5080
San Diego v. Grannisa, (77 Cal. 511)	592, 665
San Diego v. Linda Vista Irrigation District, (108 Cal. 189) ..	4368
San Diego v. Potter, (153 Cal. 288)	4664, 4817
San Diego v. San Diego, etc. R. Co., (44 Cal. 106)	1110, 1317, 2518
San Diego Board of Education v. San Diego, (128 Cal. 369) ..	5021
San Diego Flume Co. v. Souther, (104 Fed. 706)	3667
San Diego Inv. Co. v. Shaw, (129 Cal. 273)	4410
San Diego Land & Town Co. v. Jasper, (89 Fed. 274)	3727
San Diego Land & Town Co. v. Jasper, (189 U. S. 429)	3733, 3738, 3740, 3759
San Diego Land & Town Co. v. National City, (74 Fed. 79)	3733, 3689
San Diego Land & Town Co. v. National City, (174 U. S. 739) ..	3701, 3728, 3733, 3741, 3759
San Diego Water Co. v. San Diego, (118 Cal. 556)	3728, 3757
Sandford v. Tremlett, (42 Mo. 384)	579
Sandifer v. Lynn, (52 Mo. App. 553)	1850, 2034
Sandmeyer v. Harris, (7 Tex. Civ. App. 515)	4984
Sandpoint v. Doyle, (14 Idaho 749)	2786, 2859, 2860
Sands v. Edmunds, (116 U. S. 585) ..	1654
Sands v. Hatfield, (7 Ind. App. 357)	4042, 4472
Sands v. Manistee Improvement Co., (123 U. S. 288)	901
Sands v. New York, (13 N. Y. St. Rep. 61)	4525, 4526
Sands v. Richmond, (31 Gratt. 571)	3921, 4093, 4337
Sands v. Trenton, (N. J. Sup. 57 Atl. 267)	1449, 1515, 2010
Sandusky St., <i>In re</i> , (165 Pa. 367) ..	3970, 3972
Sandy v. St. Joseph, (142 Mo. App. 330)	5529, 5543, 5577
Sandy Lake v. Sandy Lake, etc., Gas Co., (16 Pa. Super. Ct. Rep. 234)	2740, 3479, 3570
Sandys v. Williams, (46 Ore. 327) ..	2119
Saner v. People, (17 Colo. App. 307)	2305, 2310
Sanfleet v. Toledo, (10 Ohio Cir. Ct. R. 460)	3434
Sanford v. Meridian, (52 Miss. 383)	3272, 3280, 3314
Sanford v. Warwick, (181 N. Y. 20)	4424
Sanford v. Prentice, (28 Wis. 358)	926
Sanford v. Warwick, (83 App. Div. N. Y. 120)	3921
San Francisco v. Biedeman, (17 Cal. 443)	2512, 4642
San Francisco v. Bradbury, (92 Cal. 414)	2548
San Francisco v. Broderick, (111 Cal. 302)	4626
San Francisco v. Buckman, (111 Cal. 25)	1474, 1515, 1986, 1997, 2003, 2903, 2933, 5198
San Francisco v. Burr, (108 Cal. 460)	2979

(References are to Pages.)

San Francisco v. Calderwood, (31 Cal. 585)	3267	3303	San Joaquin & K. R. Co. v. Stanislaus County, (113 Fed. 930)	1648
San Francisco v. Canavan, (42 Cal. 541)	257,		San Jose v. San Jose, etc. R. Co., (53 Cal. 475)	2086,
379, 383, 513, 549, 5194	3217		2087, 2189, 2198,	2199
San Francisco v. Center, (123 Cal. 678)	2979		San Jose v. Welch, (45 Cal. 352)	1186
San Francisco v. Certain Real Estate, 43 Cal. 513)	4088		San Jose Improvement Co. v. Auseraia, (106 Cal. 498) ..	4029,
San Francisco v. Doa, (48 Cal. 560)	4554		San Jose-Los Gatos Interurban Ry. Co. v. San Jose Ry. Co., (156 Fed. 455)	3417
San Francisco v. Grote, (120 Cal. 59)	2920,	3224	San Jose Ranch Co. v. Brooks, (74 Cal. 462)	2953,
San Francisco v. Hazen, (5 Cal. 169)	1299,	1307	Sank v. Philadelphia, (4 Brown. Pa. 183) ..	1346, 1527, 1712, 1721,
San Francisco v. Holladay, (74 Cal. 18)	5160		Sank v. Philadelphia, (8 Phila. Pa. 117)	1473
San Francisco v. Itsell, (80 Cal. 57)	2513		San Leandro v. Le Breton, (72 Cal. 170)	3205, 3206, 3260,
San Francisco v. Kiernan, (98 Cal. 514)	3080,	3915	San Luis Water Co. v. Estrada, (117 Cal. 168)	346,
San Francisco v. Liverpool, etc. Ins. Co., (74 Cal. 113) ..	2206,	2265	San Luis Obispo v. Fitzgerald, (126 Cal. 379)	1409,
San Francisco v. Quackenbush, (52 Cal. 52)	4481		San Luis Obispo v. Graves, (84 Cal. 71)	436
San Francisco v. Spring Valley Water Works, (48 Cal. 498) ..	368, 524, 2831, 3369	3517	San Luis Obispo v. Greensberg, (120 Cal. 300)	1744,
San Francisco v. Sullivan, (50 Cal. 603)	1999,	2930	Obispo v. Haskin, (91 ..	4653
San Francisco Board of Education v. Fowler, (19 Cal. 11) ..	5173		Obispo v. Hendricks, (242) ..	1266, 1277, 1519,
San Francisco Board of Education v. Martin, (92 Cal. 209) ..	2548		Obispo v. Pettit, (27 ..	1747, 5021,
San Francisco Gas Co. v. Brickwedel, (62 Cal. 641)	255,	4084	so County v. Southern Co., (3 Sawyer U. S. 238) ..	1726
San Francisco Gas Co. v. Dunn, (62 Cal. 530)	540,	3724	San Pedro v. Southern Pac. R. Co., (101 Cal. 333) ..	880, 882,
San Francisco Gas Co. v. San Francisco, (8 Cal. 453) ..	206,		Banner v. State, (2 Tex. App. 453)	976
338, 540, 5163,	5615		Banning v. Cincinnati, (81 Ohio St. 143)	3191
San Francisco Gas Co. v. San Francisco, (6 Cal. 190) ..	1395,	5128	Banson v. Mercer, (68 Tex. 488) ..	612
1402, 1409, 2612,			Santa Ana v. Brunner, (132 Cal. 334)	3093
San Francisco & F. L. Co. v. Hartung, (128 Cal. 223)	2528,	2629	Santa Ana v. Harlin, (99 Cal. 538)	3093
San Francisco Pav. Co. v. Bates, (134 Cal. 39)	4508		Santa Ana Water Buena Ventura, ..	in
San Francisco Pav. Co. v. Egan, (146 Cal. 635)	2921,		10,	3746
3953, 4028, 4045, 4052,	4056		Santa Ana Water Buena Ventura, ..	in
San Francisco, etc. Co. v. Oakland, (43 Cal. 502)	321,	2529	4,	4617
San Francisco Pioneer Woolen Factory v. Brickwedel, (80 Cal. 166)	1423,	2696	Santa Barbara v. I App. 342)	12,
Sang v. Duluth, (28 Minn. 81) ..	3966,	4126	Santa Barbara v. D 669)	13,
Sangamon County v. Springfield, (63 Ill. 66)	279,	417	Santa Barbara v. E 279)	19,
Sanitary Board, In re, (158 Cal. 453)	279, 596, 678,	703	Santa Barbara v. ..	61
Sanitary District v. Adam, (719 Ill. 406)	2009		Cal. 57)	2211
Sanitary District v. Bernstein, (175 Ill. 215)	315		Santa Barbara v. Stearns, (51 Cal. 499)	2202,
Sanitary District v. George F. Blake Mfg. Co., (179 Ill. 167) ..	2686,	4747	Santa Clara v. Southern Pacific R. Co., (118 U. S. 394)	1612
Sanitary District v. Joliet, (189 Ill. 270)	4378,	4401	Santa Clara Female Academy v. Sullivan, (116 Ill. 375) ..	249
Sanitary District, etc. v. McGuire, (86 Ill. App. 393)	4262,	4279	Santa Cruz v. Enright, (96 Cal. 105)	3080
Sanitary District v. McMahon, etc. Co., (110 Ill. App. 510) ..	2631,	2699	Santa Cruz v. Santa Cruz R. Co., (56 Cal. 143)	2394
Sanitary District v. Ricker, (91 Fed. 333)	4160		Santa Cruz Rock Pavement Co. v. Bowie, (104 Cal. 326)	4542
Sanitary Reduction Works v. California Reduction Co., (94 Fed. 693)	1957		Santa Cruz Rock Pavement Co. v. Broderick, (113 Cal. 626) ..	2622,
			2622,	3033
			Santa Cruz Rock Pavement Co. v. Heaton, (105 Cal. 162) ..	2973,
			Santa Cruz Water Co. v. Kron, (74 Cal. 322)	4646
				4651

TABLE OF CASES.

6087

(References are to Pages.)

Santa Rosa v. Bower, (142 Cal. 299)	726, 929
Santa Rosa v. Central St. Ry. Co., (Cal. 38 Pac. 986)	1823, 1835, 1836, 3408, 3510, 3771
Santa Rosa Lighting Co. v. Woodward, (119 Cal. 30) ..	5341, 5342
Santo v. State, (2 Ia. 165) ..	1747, 1749, 1766, 2124
Sapp, <i>In re</i> , (79 Neb. 781)	2115
Sapp v. De Lacy, (127 Ga. 659) ..	5272
Sappington v. Centralia, (162 Mo. App. 418)	5486, 5490
Sappington v. Scott, (14 Md. 40) ..	1057
Sapulpa v. Sapulpa Oil & Gas Co., (22 Okla. 347)	3417, 3418
Sarahas v. Fenlon, (5 Kan. 592) ..	607
Saratoga Springs v. Saratoga Gas, E. L. & P. Co., 122 App. Div. N. Y. 203)	3702
Saratoga Springs v. Saratoga Gas, E. L. & P. Co., (191 N. Y. 123)	3702, 3703
Saratoga Springs v. Van Norder, (75 App. Div. N. Y. 204)	402
Sarcoxi v. Wild, (64 Mo. App. 403)	3220
Sargeant v. Indiana State Bank, (Fed. Cas. No. 12,360)	3204
Sargent v. Bristol, (2 Hask. 112) ..	1088, 251
Sargent v. Cornish, (54 N. H. 18) ..	2472, 2492, 250
Sargent v. Evanston, (154 Ill. 268)	4067
Sargent v. New Haven, (62 Conn. 510)	4390, 4391
Sargent v. Tacoma, (10 Wash. 212)	4236
Sargent v. Union School Dist., (63 N. H. 528)	464
Sargent v. Webster, (13 Metc. Mass. 497)	1297, 1298
Sarles v. New York, (47 Barb. N. Y. 447)	534, 5466, 5467
Sarvis v. Caster, (116 Ia. 707) ..	3005, 3201
Sasser v. State, (99 Ga. 54)	370, 1483
Satchell v. Doram, (4 Ohio St. 542)	3200
Satterlee v. San Francisco, (23 Cal. 314)	1300, 1307, 2533
Saucier v. New Orleans, (119 La. 179)	3206
Sauer v. Gillett, (20 Colo. App. 365)	4903
Sauer v. Madisonville, (30 Ohio Cir. Ct. 631)	1192
Sauer v. New York, (90 App. Div. N. Y. 36)	4303
Sauer v. New York, (180 N. Y. 27)	2854, 3625
Sauer v. New York, (206 U. S. 536)	2848, 2855
Sauerhering v. Iron Ridge & M. R. Co., (25 Wis. 447)	5351
Saukville v. State, (69 Wis. 178) ..	5233
Saulsbury v. Ithaca, (94 N. Y. 27) ..	5624
Saunders, <i>In re</i> , (10 Weekly Dig. 351)	4511
Saunders v. Bluefield Water-works & Imp. Co., (58 Fed. 133)	3123
Saunders v. Chicago, (212 Ill. 206)	3238
Saunders v. Ft. Madison, (111 Ia. 102)	5069, 5399
Saunders v. Grand Rapids, (46 Mich. 467)	1059
Saunders v. Gun Plains, (76 Mich. 182)	2796, 5623
Saunders v. Haynes, (13 Cal. 145)	923
Saunders v. Iowa City, (134 Ia. 132)	2642, 2695
Saunders v. Lawrence, (141 Mass. 380)	918, 1319, 1331, 1363, 1398
Saunders v. Lowell, (131 Mass. 387)	4227
Saunders v. Morria, (48 N. J. L. 99)	5030
Saunders v. Nashua, (69 N. H. 492)	1739
Saunders v. Pensacola, (24 Fla. 226)	614
Sauntman v. Maxwell, (154 Ind. 114)	4004, 4319
Sautter v. Utica City Bank, (90 N. Y. S. 838)	2877, 2895, 2959
Savage v. Gulliver, (4 Mass. 171)	2444
Savage v. Mathews, (98 Ala. 535)	4774
Savage v. Salem, (23 Ore. 381) ..	2841, 2845
Savage v. Springfield, (83 Mo. App. 323)	2615, 2734, 2738
Savage v. Tacoma, (61 Wash. 1)	1473, 4614
Savage-Scofield Co. v. Tacoma, (56 Wash. 457)	1735, 1742
Savanna v. Robinson, (81 Ill. App. 471)	2158
Savanna v. Trusty, (98 Ill. App. 277)	5722
Savannah v. Atlantic, etc. R. Co., (Fed. Cas. 12,385)	5004
Savannah v. Charlton, (36 Ga. 460)	2190, 2193, 2206, 2207
Savannah v. Cleary, (67 Ga. 153)	3064, 5541, 5545
Savannah v. Cooper, (131 Ga. 670)	1576, 1596
Savannah v. Cullens, (38 Ga. 334) ..	5389, 5510
Savannah v. Dickey, (33 Mo. App. 522)	355
Savannah v. Donnelly, (71 Ga. 258)	5638
Savannah v. Grayon, (104 Ga. 105)	1209
Savannah v. Hancock, (91 Mo. 54)	2793, 3112
Savannah v. Hartridge, (8 Ga. 23)	2190, 2194, 4961
Savannah v. Hines, (53 Ga. 616) ..	2266, 2268
Savannah v. Hussey, (21 Ga. 80)	1420, 1608, 1862, 1901
Savannah v. Jesup, (106 U. S. 563)	5004
Savannah v. Kelly, (108 U. S. 184)	873, 4575, 4606
Savannah v. Martin, (108 U. S. 191)	4606
Savannah v. Mulligan, (95 Ga. 323)	1891, 5462, 5464
Savannah v. Savannah & O. Canal Co., (9 Ga. 281)	1932
Savannah v. Spears, (66 Ga. 304)	5542
Savannah v. State, (4 Ga. 26)	5266
Savannah v. Steamboat Co., (R. M. Charlt. Ga. 342)	512, 710, 1808, 1999, 2518, 2930
Savannah v. Waldner, (49 Ga. 316)	5491
Savannah v. Weed, (96 Ga. 670) ..	4051, 4450
Savannah v. Wilson, (49 Ga. 476) ..	2918
Savannah, etc. R. Co. v. Coast Line R. Co., (49 Ga. 202)	3422

(References are to Pages.)

Savannah, etc. R. Co. v. Savannah, (45 Ga. 602)	517	Scammon v. Chicago, (44 Ill. 269)	5029
Savannah, etc. Ry. v. Savannah, (112 Ga. 164)	5005	Scammon v. Scammon, (28 N. H. 419)	1380
Savannah, etc. Ry. v. Savannah, (198 U. S. 392)	5014	Scanlan v. Boston, (140 Mass. 84)	5602
Savannah, etc. R. Co. v. Shields, (33 Ga. 601)	2933	Scanlon v. Denver, (38 Colo. 401)	1481
Savannah, etc. R. Co. v. Woodruff, (86 Ga. 94)	2936	Scanlon v. Wedger, (156 Mass. 462)	5643
Savidge v. Spring Lake, (112 Mich. 91)	4648, 5344	Scannal (Igo) v. Cambridge, (208 Mass. 571)	5775
Savings v. New London, (29 Conn. 174)	4678, 4868	Scates v. King, (110 Ill. 456)	4905
Savings Bank v. Hunt, (72 Mo. 597)	1056	Sceery v. Springfield, (112 Mass. 512)	4223
Savings & Loan Society v. Austin, (46 Cal. 415)	5362	Schaaf v. Cleveland, etc. R. Co., (66 Ohio St. 215)	3632
Savings & Loan Society v. Multnomah County, (169 U. S. 421)	1639	Schaefer v. Hilliker, (140 App. Div. N. Y. 173)	2321
Sawyer, <i>In re</i> , (124 U. S. 200)	5195	Schaefer v. Selvage, (19 Ky. L. Rep. 797)	3280
Sawyer v. Blakely, (2 Ga. App. 159)	2124	Schaeffer v. Jackson Tp., (150 Pa. 145)	5775
Sawyer v. Chicago, (183 Ill. 57)	4051, 4099	Schaefer v. Atlantic City, (58 N. J. L. 131)	2343
Sawyer v. Concordia, (12 Fed. 754)	540, 541, 4971	Schaffer v. Caldwellader, (36 Pa. St. 126)	2553
Sawyer v. Corse, (17 Gratt. Va. 230)	941, 5502	Schaffner v. Young, (10 N. D. 245)	600
Sawyer v. Cox, (63 Ill. 180)	583	Scharhaus v. New York, (28 App. Div. N. Y. 475)	3014
Sawyer v. Lorenzen & Weise, (1a 127 N. W. 1091)	1267, 1369, 1404, 1511	Schall v. Bowman, (62 Ill. 321)	4330
Sawyer v. Mayhew, (10 S. D. 18)	5281	Schall v. New York, (84 N. Y. S. 737)	5685
Sawyer v. Manchester, etc. R. Co., (62 N. H. 135)	1247, 1358, 1369, 1374	Schall v. Nusbaum, (56 Md. 512)	2963
Sawyer v. San Francisco, (50 Cal. 370)	2513	Schaller v. Norristown, (6 Leg. Gaz. Pa. 157)	4223
Sawyer v. State Board of Health, (125 Mass. 182)	1944	Schaller v. Omaha, (23 Neb. 325)	4263
Saxon v. New Orleans, (124 La. 717)	2655, 5350	Schan v. Uvalde Asphalt Pav. Co., (38 N. Y. S. 1045)	4146
Saxton v. Nimms, (4 Mass. 315)	1373, 1380	Schanck v. New York, (69 N. Y. 444)	2530
Saxton v. Beach, (50 Mo. 488)	1262, 1394, 1499, 1500, 4061	Schane v. Atlanta, (127 Ga. 36)	2171
Saxton v. Peoria, (75 Ill. App. 397)	2172	Schattner v. Kansas City, (53 Mo. 162)	4223
Saxton v. St. Joseph, (60 Mo. 153)	820, 1394, 1499, 1500, 1926, 3939, 3973, 4059, 4191, 5425	Schauf's Adm'r v. Paducah, (106 Ky. 228)	5512
Saxton National Bank v. Bennett, (138 Mo. 494)	4230	Schaufele v. Doyle, (86 Cal. 107)	4300
Sayfaus v. Rochester, (113 N. Y. S. 840)	5725	Schaul v. Charlotte, (118 N. C. 733)	2170
Saylor v. Montesano, (11 Wash. 328)	5589, 5677, 5723, 574	Scheer v. Perry, (103 N. Y. S. 1048)	5583
Sayre v. Louisville Union Benevolent Assn. (1 Duv. Ky. 143)	1600	Scheerer v. Edgar, (76 Cal. 569)	4761
Sayre v. Newark, (60 N. J. Eq. 361)	5562	Scheffbauer v. Kearney Twp., (57 N. J. L. 588)	2635, 2687, 2705, 3899, 3906
Sayre v. Orange, (N. J. 67 Atl. 933)	3092	Scheffer v. Hardin, (140 Mo. App. 13)	3282
Savre v. Phillips, (148 Pa. St. 483)	802, 1597, 1679, 1681, 2144, 2222	Scheffels v. Tabert, (46 Wis. 439)	1793
Sayre v. Tompkins, (23 Mo. 443)	5361	Schell v. Wilmington, (1 Boyce's Del. 57)	5601, 5603
Scadding v. Lorant, (3 H. L. Cas. 418)	1051	Schell v. German Flatts, (123 App. Div. N. Y. 197)	2796
Scaine v. Belleville, (39 N. J. L. 526)	713	Schell City v. L. M. Rumsey Mfg. Co., (39 Mo. App. 264)	2623, 2734, 4623, 5201
Scales v. Faulkner, (118 Ga. 152)	1060	Schemick v. Chicago, (151 Ill. 336)	4431
Scalley v. Meminger, (Fla. 60 So. 180)	4656	Schenck v. Peay, (1 Woolw. C. C. 175)	1302
Scammon v. Chicago, (42 Ill. 192)	3933, 3934	Schenectady v. Furman, (61 Hun. N. Y. 171)	1516, 3041, 4094
		Schenectady v. Furman, (78 Hun. N. Y. 87)	4094
		Schenectady v. Furman, (145 N. Y. 482)	3042
		Schenectady v. Union College, (21 N. Y. S. 147)	4085, 4163

TABLE OF CASES.

6089

(References are to Pages.)

Schenectady v. Union College, (66 Hun. N. Y. 179)	3953	Schmidt v. Indianapolis, (153 Ind. 681)	1811, 1782, 2326
Schenley v. Commonwealth, (36 Pa. St. 39)	1320, 4089	Schmidt v. Joint School District No. 4, (146 Wis. 625)	5253
Schermerhorn v. Jersey City, (53 N. J. L. 112)	872	Schmidt v. Lewis, (62 N. J. Eq. 665)	1799
Schertz v. People, (105 Ill. 27)	4478	Schmidt v. Market St., etc. R. Co., (80 Cal. 27)	2979
Schertzer v. Hillman Inv. Co., (52 Wash. 493)	3247	Schmitt v. New Orleans, (48 La. Ann. 1440)	2940
Schettler v. Lynch, (22 Utah 205) 2244, 2250, 2255,	3287	Schmitts v. Louisville, etc. R. Co., (101 Ky. 441)	2486
Scheussler v. Mason, (Tex. Civ. App. 28 S. W. 42)	4584	Schmidt v. St. Louis R. Co., (149 Mo. 269)	2692
Schibel v. Merrill, (125 Mo. 524) 4157,	4158	Schmidt v. St. Louis R. Co., (143 Mo. 645)	2697
Schleffelin v. New York, (45 Misc. R. (N. Y.) 609)	5221	Schmitt v. Dooling, (145 Ky. 240) 5050	5050
Schlielien v. Kings County, (43 Barb. N. Y. 499)	5402	Schmitt v. San Francisco, (160 Cal. 302)	3212
Schlier v. Buffalo, (35 Hun. N. Y. 584)	4126	Schmits v. Zeh, (91 Minn. 299) 4816, 4822,	5244
Schiffmann v. St. Paul, (33 Minn. 43)	1714, 5353, 5356	Schmoele v. Beta, (213 Pa. 22)	2957
Schigley v. Wasaca, (106 Minn. 94)	5729, 5122, 5590, 5591 5592, 5725	Schmolt v. Nagel, (151 Mich. 502) Va. 552)	4292
Schilling v. Territory, (3 Wash. T. 223)	261	Schmulbach v. Spidel, (56 W. Va. 552)	1819
Schilling v. Verona, (36 Wis. 455)	5775	Schmutz v. Special School Dist. of Little Rock, (78 Ark. 113)	1811
Schimmelmann v. Lake Shore & M. & N. R. Co., (62 Ohio St. 256) 2999,	4246	Schnaier & Co. v. Grigsby, (117 N. Y. S. 455)	1815
Schindler v. Schroth, (146 Cal. 423)	5742	Schneck v. Jeffersonville, (153 Ind. 204)	4929
Schindler v. Young, (13 Cal. App. 13)	4118	Schneewind v. Niles, (103 Mich. 201)	4928
Schintgen v. La Crosse, (117 Wis. 158)	4528	Schneider, <i>in re</i> , (11 Ore. 288)	2272
Schinsel v. Beet, (92 N. Y. S.) 754)	5271	Schneider v. Bladen, (103 Mich. 3)	5129
Schipper v. Aurora, (121 Ind. 154)	2632	Schneider v. Detroit, (126 Mich. 576)	2970
Schirmer v. Hoyt, (54 Cal. 220)	4545	Schneider v. Detroit, (72 Mich. 240)	2290
Schissel v. Dickson, (139 Ind. 139)	4422	<i>—</i> v. Menasha, (118 Wis. 525, 462, 2443, 2570, 2584,	2636
Schleider v. Dielman, (44 La. Ann. 463)	696	<i>—</i> v. New York, (128 N. Y. 5)	5661
Schlichter v. Keiter, (156 Pa. St. 119)	936	<i>—</i> v. Sulzer, (212 Ill. 27) <i>—</i> Granite Co. v. Taylor, App. 27)	3219
Schliess v. Grand Rapids, (121 Mich. 52)	4172	<i>—</i> Rock Island, (222 Ill. 711, 4728, 4729, 5314,	5245
Schlereth v. Missouri Pacific Ry. Co., (96 Mo. 509)	2007	Schnurr v. Huntington County, (22 Ind. App. 122)	5424
Schlereth v. Missouri Pacific Ry. Co., (115 Mo. 27)	2022	Schoen Bros. v. Atlanta, (97 Ga. 497)	2576
Schmalz v. Woolley, (56 N. J. Eq. 649)	462	Schoen v. Kansas City, (65 Mo. App. 124)	5565
Schmalzried v. White, (97 Tenn. 26)	2070	Schoenberg v. Field, (95 Mo. App. 241)	2909
Schmid v. Frankfort, (121 Mich. 197)	4902	Schoettgen v. Wilson, (43 Mo. 253)	1198
Schmid v. Frankfort, (124 Mich. 419)	4877	Schoff v. Bloomfield, (3 Vt. 472) 512, 1275, 5164,	5168
Schmid v. Frankfort, (141 Mich. 291)	4929	Schofield v. Jennings, (68 Ind. 222)	574
Schmidt, <i>ex parte</i> , (24 S. C. 263) 1262, 2429,	2452	Schofield v. Hudson, (50 Ill. App. 191)	1206
Schmidt, <i>in re</i> , (3 Tex. Civ. App. 196)	5040	Schofield v. Tampico, (98 Ill. App. 324)	1244
Schmidt v. Chicago, (107 Ill. App. 64)	5709	1221, 1262, 1266, 1477, 1481, 1482, 1492, 1512, 1747 1749,	1844
Schmidt v. Chicago, etc. R. Co., (22 Ill. 405)	5772	School Board's Petition, <i>in re</i> , (1 Leg. Rep. 11)	707
Schmidt v. Draper, (127 Ind. 249)	2971	School Boards v. Monongahela Water Co., (16 Pa. Co. Ct. R. 329)	2266
Schmidt v. Defiance, (117 Fed. 702)	4842	School Com'rs v. Henkel, (117 Md. 97)	5306
Schmidt v. Elmwood Place, (15 Ohio Cir. Ct. R. 251)	4425	School Directors v. Dunlerberger, (6 Pa. St. 29)	2499
Schmidt v. Fremont, (70 Neb. 577)	5521	School Directors v. Fogleman, (76 Ill. 129)	2626
		School Directors v. Goerge, (50 Mo. 194)	265

(References are to Pages.)

School District, <i>in re</i> , (31 Pitts. Leg. L. 189)	703	Schoolbred v. Charleston, (3 Bay S. C. 63)	3927, 5236
School District v. Atherton, (12 Met. Mass. 105)	1273, 1274	Schoofield's Ex'r v. Lynchburg, (78 Va. 366)	4953, 4965
School District v. Bailey, (12 Me. 264)	356	Schooling v. Harrisburg, (43 Ore. 494)	2274, 4305
School District v. Blakeslee, (18 Conn. 237)	564, 1263	Schoonmaker v. New York, (167 Fed. 975)	5610
School District v. Board of Education, (73 Mo. 637)	5310	Schoop v. St. Louis, (117 Mo. 131)	522, 1992, 1994, 2094, 2347, 2912, 2913, 2924
School District v. Board of Improvement, (65 Ark. 343)	4420	Schott v. People, (89 Ill. 195)	1734, 1826, 1832, 1833, 1836, 1837, 1838, 2410
School District v. Bodenhammer, (48 Ark. 140)	5074	Schrader v. Port Huron, (106 Mich. 173)	5424
School District v. Burris, (84 Mo. App. 654)	5220, 5221	Schreiber, <i>in re</i> , (3 Abb. N. C. N. Y. 68)	4020
School District v. Chapman, (152 Fed. 337)	4334	Schreiber, <i>in re</i> , (53 How. Pr. 369)	4062
School District v. Collins, (4 Dak. 145)	353	Schriber v. Langlade, (66 Wis. 616)	363, 1309
School District v. Cushing, (8 Kan. App. 728)	4836, 4843	Schrieber v. New York, (32 N. Y. S. 744)	3065, 5530, 5547
School District v. Gage, (39 Mich. 434)	5225, 5226	Schriver v. Johnstown, (24 N. Y. S. 1033)	5562
School District v. Goodding, (120 Mo. 67)	550, 5264	Schroder v. Charleston, (3 Brev. S. C. 533)	671, 672, 1419, 1564, 1862, 1866, 2387, 2301
School District v. Hart, (3 Wyo. 563)	3346	Schrodt v. St. Joseph, (109 Mo. App. 627)	4241, 4274
School District v. Hodgins, (180 Mo. 70)	5244	Schroeder v. Baraboo, (93 Wis. 95)	5622, 5649
School District v. Jones, (229 Mo. 510)	3079, 5244	Schroeder v. Lancaster City, (15 Pa. Co. Ct. R. 467)	1798
School District v. Landersbaugh, (80 Mo. 190)	5309, 5310	Schroeder v. Overman, (18 Ohio Cir. Ct. R. 335)	4079
School District v. Livers, (147 Mo. 580)	4210	Schroder v. Overman, (61 Ohio St. 1)	4157, 4331, 4448, 4459
School District v. Lord, (44 Mo. 374)	1233	Schroeder v. Scranton Gas & Water Co., (20 Pa. Super. Ct. 255)	3706
.....	o.	Schroth v. Prescott, (63 Wis. 453)	5633
.....	o.	Schrum v. Salem, (13 Ind. App. 115)	2979
.....	4, 5245	Schuchardt v. New York, (53 N. Y. 202)	2130
.....	7) 249	Schuett v. Stillwater, (80 Minn. 237)	5579
.....	5075	Schuldice v. Pittsburg, (234 Pa. St. 80)	4721, 4741, 4745
.....	4, 4974	Schulenburg & Boeckler Lumber Co. v. East St. Louis, (63 Ill. App. 314)	4932
.....	st.	Schulenburg & Boeckler Lumber Co. v. St. Louis, etc. R. Co., (129 Mo. 455)	3413
.....	st.	Schull v. Norristown, (6 Leg. Cas. 157)	4231
.....	st.	Schulte v. North Pac. T. Co., (50 Cal. 593)	2244, 2945, 2949
.....	o.	Schultes, <i>in re</i> , (54 N. Y. S. 34)	2293, 2297, 2298
.....	o.	Schultz v. Doak, (4 Phila. Pa. 151)	2035
.....	4, 5245	Schultz v. Milwaukee, (49 Wis. 354)	5063, 5067, 5640, 5664
.....	1061	Schultz v. State, (113 Md. 211)	800, 1043
School District v. State, (29 Kan. 57)	344	Schultze v. Manchester Tp., (61 N. J. L. 513)	4349
School District v. State Bank of Nebraska, (8 Neb. 163)	4865	Schumacher v. New York, (57 N. Y. S. 955)	5422, 5623
School District v. Stone, (106 U. S. 133)	4892, 4904, 4905	Schumacher v. New York, (168 N. Y. 103)	5723
School District v. Thompson, (5 Minn. 230)	5073	Schumacher v. St. Louis, (8 Mo. App. 297)	1737, 4327, 4959
School District v. Thompson, (51 Neb. 857)	2247	Schumacker v. Toberman, (50 Cal. 503)	483, 3904, 4090, 4502
School District v. Wickersham, (34 Mo. App. 337)	5270, 5277		
School District v. Williams, (23 Ark. 454)	373, 1170, 5330		
School District v. Wood, (13 Mass. 193)	273		
School Property, <i>in re</i> , (6 Ohio Dec. 577)	4421		
School Town v. Gebhart, (61 Ind. 137)	279		
School Town v. Kendall, 73 Ind. 91)	5074		
School Trustees v. People, (87 Ill. 303)	5036		

TABLE OF CASES.

6091

(References are to Pages.)

Schumaker, <i>In re</i> , (90 Wis. 488) ..	329	Scott v. Fishplate, (117 N. C. 265) ..	1198
Schumm v. Seymour, (24 N. J. Eq. 143) ..	987, 1266, 2713, 3940, 4126,	Scott v. Forrest, (18 Wash. 166) ..	1083
Schurmeler v. St. Paul, etc. R. Co., (10 Minn. 82) ..	2943, 3322,	Scott v. Glasgow Corporation, (A. C. [1899] 470) ..	1599
Schussler v. Hennepin County, (67 Minn. 412) ..	5383	Scott v. Hamilton, (29 Ohio Cir. Ct. 652) ..	2701, 4288
Schuster v. Barber Asphalt Pav. Co., (24 Ky. L. Rep. 2346) ..	3296	Scott v. Hansheer, (94 Ind. 1) ..	597
Schuster v. Forty-Second St., etc. Ry. Co., (192 N. Y. 403) ..	3463	Scott v. Hayes, (162 Ind. 548) ..	4545, 4552
Schuyler County v. Mercer County, (9 Ill. 20) ..	5167, 5183	Scott v. Hinda, (50 Minn. 204) ..	4334, 4412, 4452
Schwab v. Madison, (49 Ind. 329) ..	2447	Scott v. Jersey City, (68 N. J. L. 687) ..	1100
Schwalk's Adm'r v. Louisville, (135 Ky. 570) ..	5507	Scott v. Laporte, (162 Ind. 34) ..	822, 833, 874, 2569, 3670, 3676, 3811, 4605, 5355
Schwalm v. Beardsley, (106 Va. 407) ..	868	Scott v. Manchester, (2 Hurl. & N. 204) ..	5502
Schwan v. New York, (173 N. Y. 32) ..	662, 663, 695	Scott v. Marlin, (25 Tex. Civ. App. 353) ..	2984
Schwartz v. Barry, (90 Mich. 267) ..	1083, 1086	Scott v. Marshall, (110 Mo. App. 178) ..	2864, 2867, 3931, 4281
Schwartz v. Camden, (77 N. J. Eq. 135) ..	840, 852, 2604	Scott v. New York, (50 N. Y. S. 191) ..	5395, 5432
Schwartz v. Flat Boats, (14 La. Ann. 243) ..	1240	Scott v. Paulen, (15 Kan. 162) ..	1320
Schwartz v. Oshkosh, (55 Wis. 490) ..	1360, 1506, 1513, 1516, 1760, 1838	Scott v. Pilliner, (2 K. B. [1904] 855) ..	1593
Schwarz v. Dover, (70 N. J. L. 502) ..	492	Scott v. Sandford (Dred Scott Case) (19 How. U. S. 393) ..	1740
Schwede v. Hemrich Bros. Brewing Co., (29 Wash. 21) ..	2924, 2940, 3444	Scott v. Saratoga Springs, (199 N. Y. 178) ..	390, 963, 5393, 5481
Schweers v. Muhlenberg, (19 Pa. Super. Ct. 388) ..	5136	Scott v. Saratoga Springs, (131 N. Y. App. Div. 347) ..	380
Schweiss v. District Court, (23 Nev. 226) ..	276, 451	Scott v. School Dist., (46 Vt. 452) ..	5086
Schweitzer v. Beottcher, (84 Ill. 289) ..	2317	Scott v. School Dist., (67 Vt. 150) ..	1123
Schweitzer v. Liberty, (82 Mo. 309) ..	1452, 1517, 1519, 1844, 2272	Scott v. Smith, (121 N. C. 94) ..	1724
Schwiesau v. Mahon, (110 Cal. 543) ..	4110	Scott v. Springfield, (31 Mo. App. 312) ..	5483
Schwiesau v. Mahon, (128 Cal. 114) ..	4028	Scott v. State, (151 Ind. 556) ..	5251
Schwitzer v. Board of Education, (79 N. J. L. 342) ..	2661	Scott v. State, (33 Tenn. 629) ..	3224
Schwuchow v. Chicago, (68 Ill. 444) ..	2242, 2269, 2408	Scott v. Tampa, (62 Fla. 275) ..	5439, 5443, 5476
Scipio v. Wright, (101 U. S. 665) ..	4608	Scott v. Toledo, (36 Fed. 385) ..	4331
Scircle v. Neeves, (47 Ind. 239) ..	1621, 2321	Scott v. Twombly, (20 App. Div. N. Y. 535) ..	5352
Scofield v. Council Bluffs, (68 Ia. 695) ..	4187, 4188, 4354	Scott v. Twombly, (20 Misc. R. N. Y. 652) ..	4668
Scofield v. Lansing, (17 Mich. 437) ..	3909	Scott v. Union, (63 Ia. 583) ..	1320
Scofield v. School Dist. (27 Conn. 499) ..	5367	Scott v. Willson, (3 N. H. 321) ..	464
Scollans v. Rollins, (179 Mass. 346) ..	4865	Scott's Executors v. Shreveport, (20 Fed. 714) ..	2520, 4828, 4867
Scollans v. Rollins, (173 Mass. 275) ..	4864	Scotten v. Detroit, (106 Mich. 564) ..	3958, 4305
Scollard v. Dallas, (16 Tex. Civ. App. 620) ..	5030	Scottish, etc. Ins. Co. v. Herriott, (109 Ia. 606) ..	2264
Scott, <i>In re</i> , (26 Up. Can. Q. B. 32) ..	4381	Scovel v. Detroit, (159 Mich. 95) ..	4426
Scott v. Alexander, (1 Ired. Law S. C. 126) ..	1171, 5173	Scovil v. Geddings, (7 Ohio 211) ..	1172, 4223
Scott v. Commonwealth, (29 Ky. L. Rep. 571) ..	1195	Scovill v. Cleveland, (1 Ohio St. 126) ..	991, 998, 1051, 4047, 4442, 4455
Scott v. Crow, (121 Ga. 68) ..	2631, 2661	Scovill v. McMahon, (62 Conn. 378) ..	1939
Scott v. Crump, (106 Mich. 283) ..	1127	Scoville v. Salt Lake City, (11 Utah 60) ..	5693, 5695, 5727
Scott v. Davenport, (34 Ia. 208) ..	4696, 4703, 4984	Scowden's Appeal, (96 Pa. St. 423) ..	435, 471
Scott v. Des Moines, (64 Ia. 438) ..	2133, 3200	Scranton v. Barnes, (147 Pa. St. 461) ..	4087
Scott v. Donora Southern R. Co., (232 Pa. 634) ..	3272, 3343	Scranton v. Blair, (2 C. P. Pa. 231) ..	4100
		Scranton v. Bush, (160 Pa. St. 499) ..	4460
		Scranton v. Catterson, (94 Pa. 202) ..	5634
		Scranton v. Danenbaum, (109 Ia. 95) ..	1816, 1832, 2433
		Scranton v. Engel, (39 Pa. Super. Ct. 534) ..	1735

(References are to Pages.)

Scranton v. Griffin, (8 Leg. Gaz. Pa. 86)	3206	Seale v. Mitchell, (5 Cal. 401).....	2295
Scranton v. Henson, (Ia. 1911, 180 N. W. 1079)	2212	Seals v. State, (164 Ala. 582).....	5047
Scranton v. Hill, (102 Pa. 378)...	5664	Seaman v. Dickinson, (86 N. Y. S. 748)	4434
Scranton v. Hyde Park Gas Co., (102 Pa. St. 392)	4763, 4774	Seaman v. Marshall, (116 Mich. 327)	5538, 5549
Scranton v. Jermyn Oil Co., (5 Lanc. Law Rev. Pa. 277)	2084	Seaman v. New York, (80 N. Y. 239)	5511, 5552
Scranton v. Jermyn, (156 Pa. St. 107)	4307	Seanor v. Watcom County Com'rs, (13 Wash. 48)	3902
Scranton v. McDonough, (1 Lack. Leg. N. Pa. 177)	4042, 4046	Searcy v. Grow, (15 Cal. 117).....	994
Scranton v. Minneapolis, (58 Minn. 437)	2541	Searcy v. Turner, (88 Ark. 210)	2431, 2435
Scranton v. Pennsylvania Coal Co., (105 Pa. 445)	4460	Searcy v. Yarnell, (47 Ark. 269)	362, 2532, 2549
Scranton v. Robertson, (28 Pa. Super. Ct. 55)	4540	Searight v. Austin, (Tex. 42 S. W. 857)	5389
Scranton v. Scranton Electric L. & H. Co., (33 Pa. Super. Ct. 431)	4961	Searle v. Abraham, (73 Ia. 507)...	5371
Scranton v. Scranton Steel Co., (154 Pa. St. 171)	3041	Searle v. Lead, (10 S. Dak. 312)	4222, 4241
Scranton v. Stokes, (28 Pa. Super. Ct. 437)	4492	Sears v. Atlantic City, (72 N. J. L. 435)	3976, 3978, 3979
Scranton v. Straff, (28 Pa. Super. Ct. 258)	834, 1575, 1583, 1588, 1596, 1828, 1995,	Sears v. Boston, (173 Mass. 71)	4332, 4366
Scranton v. Sturgis, (202 Pa. St. 182)	4355, 4356, 4539,	Sears v. Boston, (173 Mass. 350)	4330, 4369
Scranton v. Throop, (Pa. 27 Atl. 67)	4307	Sears v. Boston, (180 Mass. 274)	4504
Scranton Gas & Water Co. v. Scranton, (214 Pa. 586)...	3530, 4253	Sears v. Chicago, (247 Ill. 204)	2821, 2822, 2850, 2898, 3172, 3320
Scranton School District, Appeal of, (113 Pa. St. 190) ..	299, 487, 493	Sears v. Crocker, (184 Mass. 586)	2836, 2904, 3103, 3635
Scranton Sewer, <i>In re</i> , (213 Pa. St. 4)	4038	Sears v. Dennis, (105 Mass. 310)	5761
Scribner v. Allen, (12 Minn. 148)	5364, 5365	Sears v. Iowa Midland R. Co., (39 Ia. 417)	5002
Scripture v. Burns, (50 Ia. 70)	1718, 2704	Sears v. Street Comrs., (173 Mass. 350).....	1651, 4334, 4383, 4390, 4456
Scruggs & Echols v. Decatur, (155 Ala. 616)	2555	Sears v. Street Com'rs, (180 Mass. 274)	4354, 4384, 4385, 4388
Scrutchfield v. Choctaw, etc. R. Co., (18 Okla. 308) ..	2957, 3609, 3610	Sears v. Tyler, (10 Allen Mass. 469)	1165
Scudder v. Detroit, (117 Mich. 77) ..	3009	Sears v. Warren County, Comrs., (36 Ind. 267)	1677, 1679
Scudder v. Hinshaw, (134 Ind. 56)	2031, 2251	Sears v. Williams, (9 Wash. 428) ..	4210
Scudder v. Trenton Del. Falls Co., (1 N. J. Eq. 694)	3070	Sears v. Worcester, (180 Mass. 288)	4532
Scurlock v. Boone, (142 Ia. 684)...	5748	Seaton v. Chicago, etc. R. Co., (55 Mo. 416)	358
Scurry v. Seattle, (3 Wash. 278) ..	1806, 5123, 5164	Seaton Mountain Electric L. & P. Co. v. Idaho Springs Inv. Co., (49 Colo. 122)	3359, 3659, 3782
S. D. Mercer Co. v. Omaha, (79 Neb. 284)	3994	Seattle, <i>In re</i> , (26 Wash. 602).....	4251
Sea Beach R. Co. v. Coney Island Electric R. Co., (47 N. Y. S. 981)	3434	Seattle, <i>In re</i> , (49 Wash. 109) ...	4296
Seaboard Air Line R. Co. v. Fairfax, (80 S. C. 414)	3193, 3219	Seattle, <i>In re</i> , (52 Wash. 226)...	4264
Seaboard Air Line R. Co. v. Southern Inv. Co., (53 Fla. 832) ..	3608	Seattle, <i>In re</i> , (54 Wash. 460) ..	4344, 4396
Seaboard Nat. Bank v. Woesten, (147 Mo. 467)	211, 2461, 4066, 4085, 4119,	Seattle, <i>In re</i> , (Wash. 110 Pac. 29)	1609
Seaboard National Bank, etc. v. Woesten, (176 Mo. 49)	4124	Seattle v. Barto, (31 Wash. 141) ..	1487, 1489, 2230, 2232
Seaboard Tel. & Tel. Co. v. Kearney, (68 App. Div. N. Y. 283) ..	3508	Seattle v. Baxter, (20 Wash. 714) ..	4556
Seabright v. Allgor, (69 N. J. L. 641)	2930, 3325	Seattle v. Board of Home Missions, etc., (138 Fed. 307) ..	4262, 4264, 4268, 4277, 4280
Seabright v. Central R. Co., (73 N. J. L. 825)	2974	Seattle v. Busby, (2 Wash. T. 25)	5488
Seabrook v. Fowler, (67 N. H. 428)	661	Seattle v. Byers, (54 Wash. 518) ..	3121
Seacord v. People, (121 Ill. 623) ..	1914, 1943, 1953	Seattle v. Chin Let, (19 Wash. 38)	1867, 2312
Seagraves v. Alton, (13 Ill. 366) ..	5096	Seattle v. Columbia, etc. R. Co., (6 Wash. 379) ..	3482, 3530, 3931, 3970
Sea Isle City R. Co. v. Sea Isle City, (79 N. J. L. 459)	2840	Seattle v. Dencker, (58 Wash. 501)	2221, 2283
		Seattle v. Doran, (5 Wash. 482) ..	1361, 1501, 1503, 1836, 1848
		Seattle v. Hill, (23 Wash. 92) ..	3204, 3310, 4495, 4513, 4517
		Seattle v. Hinckley, (40 Wash. 468)	2070
		Seattle v. Hinckley, (Wash., 121 Pac. 444)	3260, 3287, 3315

(References are to Pages.)

Seattle v. Kelleher, (195 U. S. 351)	4513	Security T. & S. Vault Co. v. Lexington	5026
Seattle v. Let, (19 Wash. 38)	2116	Sedalla v. 431)	4042
Seattle v. MacDonald, (47 Wash. 298)	1864	Sedalla v. 372)	4119
Seattle v. McDonald, (36 Wash. 28)	5184	Sedalla v. 407)	4485
Seattle v. Mount Pleasant Cemetery Co., (69 Wash. 41) ..	4413, 4422, 4423	Sedalla v. 393)	4483
Seattle v. O'Connell, (16 Wash. 625)	4542	Sedalla v. App. 19	4484
Seattle v. Pearson, (15 Wash. 575)	1745	Sedalla v. 595)	4007
Seattle v. Seattle Electric Co., (48 Wash. 599)	4296	Sedalla v. 49)	4337
Seattle v. Seattle, etc. R. Co., (50 Wash. 133)	4380	Sedalla v. 49)	3677
Seattle v. Smith, (8 Wash. 387)	4507	Seegers v. Gibbs, (72 S. C. 532) ..	4821
Seattle v. Smyth, (22 Wash. 327) ..	2182	Seeger v. Mueller, (133 Ill. 86) ..	3231
Seattle v. Stirrat, (55 Wash. 580)	5401	Seele v. Dearing, (79 Me. 343)	5449
Seattle v. Turner, (29 Wash. 515)	4203	Seesley v. Amsterdam, (65 N. Y. 221) ..	5483
Seattle v. Yealer, (1 U. S. 571) ..	302, 304, 4536	Seesley v. Franchot, (102 N. Y. 320) ..	1226
Seattle Electric Co. v. & S. Ry. Co., (188 F. Seattle Land, etc. Co. (37 Wash. 274)	3417	Seely v. Pittsburg, (82 Pa. St. 360)	4461
Seattle Lighting Co. (54 Wash. 137)	5493	Segers v. Parrott, (54 S. C. 1)	341
Seattle Lighting Co. (54 Wash. 9)	3527	Seguin v. Ireland, (58 Tex. 183) ..	5263
Seattle, etc. R. Co. v. State, (7 Wash. 159)	3947	Sehy v. Salt Lake City, (126 Pac. 451)	5552
Seattle Transfer Co. v. Seattle, (27 Wash. 520)	4204	Seibel-Suessdorf Copper, etc. Co. v. Manufacturers R. Co., (230 Mo. 59)	3699
Seavey v. Preble, (64 Me. 120)	1933	Seibert v. Cavender, (2 Mo. App. 421)	4052
Seay v. Hunt, (65 Tex. 545) ..	1029	Seibert v. Indianapolis, (40 Ind. App. 296)	2646
Sebert v. Alpena, (78 Mich. 165) ..	5424, 5620	Seibert v. Lewis, (122 U. S. 284) ..	1661
Secaucus v. Klesewetter, (N. J. 34 Atl. 622)	4753	Seibert v. Swayne, (97 Ill. App. 26)	632
Seccomb v. Wurster, (82 Fed. 356)	3723	Seibert v. Tiffany, (2 Mo. App. 28)	4566
Second Avenue M. E. Church, <i>in re</i> , (68 N. Y. 395)	4951	Seibold v. People, (86 Ill. 33)	1873
Second Cong. Church Soc. v. Omaha, (35 Neb. 103)	4227	Seide, <i>in re</i> , (78 N. Y. S. 253)	1208
Second Municipality v. Botts, (3 Rob. La. 193)	3976	Seldachlag v. Antioch, (207 Ill. 230)	2266
Second Municipality v. Caldwell, (8 Rob. La. 368)	2523	Seifen v. Racine, (129 Wis. 343) ..	1134
Second Municipality v. Morgan, (1 La. Ann. 111)	1748, 5033	Selfert v. Brooklyn, (191 N. Y. 126) ..	5573
Second Municipality v. Orleans Cotton Press, (6 Rob. 411) ..	5021	Seifried v. Hays, (81 Ky. 277)	1914
Second Municipality v. New Orleans, etc. R. Co., (10 Rob. 187)	5010	Seiple v. Elizabeth Borough, (27 N. J. L. 407)	1186
Second National Bank v. Caldwell, (13 Fed. 429)	2191, 2195	Seitz v. Traction Co., (5 Pa. Co. Ct. R. 469)	2943
Second National Bank v. Danville, (60 Ind. 504)	4613	Seltsinger v. Edison Electric Ill. Co., (187 Pa. 166)	3672
Second National Bank v. Lansing, (1 Mich. N. P. 181)	4762	Seltsinger v. Tamaqua, (187 Pa. St. 539)	3244
Second National Bank v. Lansing, (35 Mich. 307) ..	4185, 4191, 4193	Selden v. Jacksonville, (28 Fla. 558)	4232
Second Universalist Socy. v. Providence, (6 R. I. 235)	4413	Seligman v. Santa Rosa, (81 Fed. 524)	5335
Second Ward Savings Bank v. Huron, (80 Fed. 660)	4859, 4867, 4906	Selleck v. Council, (46 Conn. 259)	1030
Secor v. Pelham Manor, (6 App. Div. N. Y. 236)	3428	Selleck v. Tallman, (93 Wis. 246)	1754
Security Savings Trust Co. v. Donnell, (31 Mo. App. 147)	4492	Sellick & Gregory v. Fayette, (3 Mo. 99)	260
Security Savings Bank & Trust Co. v. Hinton, (97 Cal. 214) ..	4959	Sellersburg v. Ford, (29 Ind. App. 94)	5709

(References are to Pages.)

Sells v. Columbus St. Ry. Co., (11 Ohio S. & C. P. Dec. 643).....	3615	Seward v. Rheiner, (2 Kan. App. 95)	3940, 3947, 4002.	4289
Sells v. Dermody, (114 Ia. 344)...	1174	Seward v. Rising Sun, (79 Ind. 351)	4995,	5000
Selma v. Brewer, (9 Cal. App. 70)	2119	Seward v. Wilmington, (2 Marv. 189)	5588, 5605, 5609, 5617,	5686
Selma v. Mullen, (46 Ala. 411)	2616	Sewell v. Board of Education, (29 Ohio St. 89)	5087	
Selma v. Perkins, (68 Ala. 145)	5691	Sewell v. Cohoes, (75 N. Y. 45)...	5613	
Selma v. Selma Press & Warehouse Co., (67 Ala. 430)	4994	Sewer in 34th St., <i>In re</i> , (31 How. Pr. N. Y. 42)	1303	
Selma v. Shivers, (43 Ala. 502)	2326	Sewer Com'rs v. Sullivan, (42 N. Y. S. 358)	4168	
Selma v. Stewart, (67 Ala. 338)	2355, 2381, 2431, 2434	Sewickley Borough, <i>In re</i> , (36 Pa. St. 80)	326,	339
Selma Bldg. & Loan Assn. v. Morgan, (57 Ala. 33)	5361	Sewickley Waterworks Com'rs v. Sewickley, (159 Pa. St. 194)	3906	
Selma & Gulf R. Co., <i>Ex parte</i> , (45 Ala. 696)	276	Sexton v. Board of Excise Com'rs, (76 N. J. L. 102)	436	
Selma, etc. R. Co. v. Owen, (132 Ala. 420)	1827	Sexton v. Chicago, (107 Ill. 323)	4178,	4181
Selpho v. Brooklyn, (39 N. Y. S. 520)	2676, 2677,			
Seltzer v. Metropolitan Electric Co., (199 Pa. 100)	2711	Seybel v. National Currency Bank, (54 N. Y. 288)	4866	
Semmes v. Columbus, (19 Ga. 471)	1261, 2511	Seybert v. Pittsburg, (1 Wall. U. S. 272)	4829	
Semon v. Trenton, (47 N. J. L. 489)	4055	Seymour v. Cummins, (119 Ind. 148)	5532, 5542,	5544
Semple v. Vicksburg, (62 Miss. 63)	5543	Seymour v. Jeffersonville, etc. R. Co., (126 Ind. 466)	8140	
Senate Bill, <i>In re</i> , (12 Colo. 488)	386, 412,	Seymour v. Over River School Dist., (53 Conn. 502)	945	
Seneca v. Cochran, (84 S. C. 279)	2068,	Seymour v. Salamanca, (137 N. Y. 364)	5613,	5624
Seneca Falls v. Zalinski, (8 Hun N. Y. 571)	5706	Seymour v. Spokane, (6 Wash. 362)	4764,	4774
Senecal v. West St. Paul, (111 Minn. 253)	5582	Seymour v. State, (19 Wis. 240)	3146	
Sener v. Ephrata, (176 Pa. St. 80)	4681	Seymour v. Tacoma, (6 Wash. 138)	3843, 4008, 4049,	4660
Senhem v. Evansville, (140 Ind. 675)	5631, 5635,	Seymour v. Tacoma, (6 Wash. 427)	4831,	5357
Senn v. Southern Electric Ry. Co. (124 Mo. 621)	1482, 1487,	Seymour Water Co. v. Seymour, (163 Ind. 120)	3773	
Senn v. Southern Ry. Co., (108 Mo. 142)	2096, 2097	Shackford v. Newington, (46 N. H. 415)	807,	809
Sentell v. Avoyelles, (48 La. Ann. 96)	5361, 5370	Shackleford v. Jefferson, (Mo. 150 S. W. 1123)	5350	
Sentell v. New Orleans, etc. R. Co., (166 U. S. 698)	2058	Shackleton v. Guttenberg, (39 N. J. L. 660)	4990	
Sepetowski v. St. Louis Transit Co., (102 Mo. App. 110) ..	1822, 1849	Shady Ave., <i>In re</i> , (34 Pa. Super. Ct. 327)	3922,	3929
Sepp v. McCann, (47 Minn. 364)	4208, 4209	Shafer v. Mumma, (17 Md. 331)	1623, 1865, 1872, 1876, 2107,	2359
Serrill v. Philadelphia, (38 Pa. St. 355)	666, 667,		2288, 2357, 2358,	
Sessions v. State, (115 Ga. 18)	260, 261,	Shaffer v. Reynoldsville, (44 Pa. Super. Ct. 1)	4264	
Sessions & Leary v. Boykin, (78 Ala. 328)	5269	Shaffer v. Roesch, (215 Pa. St. 287)	1850	
Setter's Adm'r v. Maysville, (114 Ky. 60)	5769	Shaffner v. St. Louis, (31 Mo. 264)	3185,	3980
Seventeenth Street, Kansas City v. Kansas City, etc. R. Co., (189 Mo. 245)	3121, 3971,	Shakespeare v. Smith, (77 Cal. 638)	4763	
Seventieth St., <i>In re</i> , (7 Pa. Dist. 113)	4096	Shaler v. McAleese, (73 N. J. Eq. 536)	4344,	4497
Sever v. Lyon, (170 Ill. 395)	360	Shallcross v. Philadelphia, (187 Pa. 143)	5744	
Severa v. Battle Creek, (Neb. 129 N. W. 186)	5606	Shallow v. Salem, (136 Mass. 136)	5580	
Severin v. People, (37 Ill. 414) ..	1865	Shamokin v. Flannigan, (156 Pa. St. 43)	2222	
Sewall v. St. Paul, (20 Minn. 511)	4436, 4473, 4525, 4526, 5365,	Shamokin v. Shamokin St. Ry. Co., (178 Pa. St. 128)	3463	
Seward v. Aetna Life Ins. Co., (90 Fed. 222)	4587, 4647,	Shane v. Hutchinson, (127 Pac. 606)	4956,	4953
Seward v. Conroy, (33 Neb. 430) ..	637	Shane v. New York, (116 N. Y. S. 685)	1133	
Seward v. Liberty, (142 Ind. 551)	4613,	Shane v. New York, (120 N. Y. S. 428)	1130	
Seward v. Orange, (59 N. J. L. 331)	2515,	Shane v. St. Paul, (26 Minn. 543)	5202	
Seward v. Revere Water Co., (201 Mass. 453)	3804	Shanewerk v. Ft. Worth, (11 Tex. Civ. App. 271)	5070, 5071, 5391,	5401
		Shanfelter v. Baltimore, (80 Md. 483)	1814, 1819, 1831,	4259

(References are to Pages.)

Shank v. Ravenswood, (43 W. Va. 242) 589, 612, 613, 656, 1362, 5287	Shaw v. Kennedy, (4 N. C. 591) 1552
Shank v. Smith, (157 Ind. 401) 4119, 4120, 4361	Shaw v. Macon, (19 Ga. 468) 1128, 1137, 1219, 1220
Shanklin v. Madison County, (21 Ohio St. 575) 596, 812	Shaw v. Marshalltown, (131 Ia. 128) 1259
Shanks v. Whitney, (66 Vt. 405) 3289	Shaw v. New York Central etc. R. Co., (83 N. Y. S. 91) 1834, 1847
Shanley v. Brooklyn, (30 Hun. N. Y. 396) 940, 943	Shaw v. New York El. R. Co., (187 N. Y. 186) 3437
Shanley v. People, (225 Ill. 579) 5247	Shaw v. Pollard, (84 Mo. App. 286) 5220
Shannahan v. Waterbury, (63 Conn. 420) 3147	Shaw v. Pope, (2 B. & Ad. 465) 1599
Shannon v. Bartholomew, (83 Neb. 821) 506	Shaw v. Potsdam, (42 N. Y. S. 779) 5631
Shannon v. Hinsdale, (180 Ill. 202) 3937, 3953, 4040, 4066, 4068, 4074, 4080, 4101	Shaw v. Poynter, (2 A. & E. 312) 1598
Shannon v. Huron, (9 S. D. 356) 4599, 4709, 4714, 4769	Shaw v. San Diego Water Co., (118 Cal. xvi.) 3591
Shannon v. O'Boyle, (51 Ind. 565) 2511	Shaw v. San Francisco, (Cal. App. 110 Pac. 149) 1124
Shannon v. Omaha, (73 Neb. 507) 4343, 4372, 4402, 4514, 5427	Shaw v. Sebastapool, (159 Cal. 623) 5577
Shannon v. Portland, (38 Ore. 382) 4287	Shaw v. State, (97 Ind. 23) 4551
Shannon v. Portsmouth, (54 N. H. 183) 1236	Shaw v. Trenton, (49 N. J. L. 339) 2687, 2706, 2709
Shapleigh v. San Angelo, (167 U. S. 646) 313, 363, 365, 540, 697, 703, 708, 4937	Shaw Stocking Co. v. Lowell, (199 Mass. 118) 3573, 3695, 3696
Shapter v. San Francisco, (110 Fed. 615) 4793, 4796	Shawbut v. St. Paul & S. C. R. Co., (21 Minn. 502) 2948, 2957
Shareman v. St. Louis Transit Co., (103 Mo. App. 515) 1462	Shawnee v. Landon, (Okla. 1910, 106 Pac. 652) 2037
Sharon v. Hawthorne, (123 Pa. St. 106) 2145	Shawneetown v. Baker, (85 Ill. 563) 812, 1344, 2734, 5152, 5155
Sharon v. Pennsylvania County, (44 Pa. Super. Ct. 526) 2790, 2817	Shawneetown v. Mason, (82 Ill. 337) 4221, 4229, 5577
Sharp, <i>in re</i> , (56 N. Y. 257) 4518	Shea v. Milford, (145 Mass. 528) 1267, 4054
Sharp v. Carthage, (48 Mo. App. 26) 2247	Shea v. Muncie, (148 Ind. 14) 1427, 1511, 1572, 2118, 2305, 2384
Sharp v. Cincinnati, (16 Ohio Cir. Ct. Dec. 50) 4260, 4261	Shea v. Ottumwa, (67 Ia. 39) 3299, 3302, 3304
Sharp v. Contra Costa Co., (34 Cal. 284) 1653	Shea v. Whitman, (197 Mass. 374) 5706
Sharp v. Mauston, (92 Wis. 629) 5138, 5170, 5581	Sheaff v. People, (87 Ill. 189) 2783
Sharp v. New York, (31 Barb. N. Y. 578) 5186	Sheafe v. Seattle, (18 Wash. 298) 5126
Sharp v. New York, (40 Barb. N. Y. 256) 1353, 2741	Sheahan v. Chicago, (226 Ill. 115) 1163
Sharp v. South Omaha, (53 Neb. 700) 3393	Shearer v. Board of Supervisors, (128 Mich. 552) 926
Sharp's Ex. v. Dunavan, (17 B. Mon. Ky. 223) 599, 619, 668	Shearer v. Buckley, (31 Wash. 370) 5589
Sharpless v. Longport, (79 N. J. L. 279) 3079	Sheboygan v. Parker, (3 Wall. U. S. 93) 943
Sharpless v. Philadelphia, (21 Pa. St. 147) 553, 782, 808	Sheboygan v. Sheboygan, (54 Wis. 415) 4631
Shartle v. Minneapolis, (17 Minn. 308) 3283, 5589	Sheedy v. Chicago, (221 Ill. 111) 4072, 4389, 4448, 4509
Shattuck v. Smith, (6 N. D. 56) 4090, 4614	Sheehan v. Boston, (171 Mass. 296) 5512
Shaub v. Lancaster City, (156 Pa. St. 362) 813, 863, 866, 1394, 1455, 1531, 2686	Sheehan v. Citizen's Ry. Co., (72 Mo. App. 524) 1822, 2098
Shaughnessy v. Fornes, (172 N. Y. 323) 1014, 1315	Sheehan v. Davis, (17 Ohio St. 571) 2529
Shaver v. Salisbury Com'rs., (68 N. C. 291) 2518	Sheehan v. Fall River, (187 Mass. 356) 4253
Shaw v. Boston, etc. R. Co., (159 Mass. 597) 2952	Sheehan v. Fitchburg, (131 Mass. 523) 4086
Shaw v. Charleston, (57 W. Va. 433) 5067, 5454	Sheehan v. Gleeson, (46 Mo. 100) 848, 3911, 4040, 4041, 4068, 4076
Shaw v. Crocker, (42 Cal. 435) 3964	Sheehan v. Good Samaritan Hospital, (50 Mo. 155) 4417
Shaw v. Hodgins & Waldron, (55 Wash. 271) 4550	Sheehan v. New York, (75 N. Y. S. 802) 2640
Shaw v. Independent School Dist., (62 Fed. 911) 4880, 4919	Sheehan v. Owen, (82 Mo. 453) 1843, 2706, 4033, 4111, 4486
Shaw v. Johnston, (17 Idaho 676) 3322	Sheehan v. Pittsburg, (213 Pa. St. 133) 4148, 4176
	Sheehy v. Hoboken, (62 N. J. L. 182) 5041
	Sheehy v. Bronx Gas & Electric Co., (49 N. Y. S. 1088) 5318

(References are to Pages.)

Sheehy v. Clausen, (55 N. Y. S. 1000)	3287, 5320	Shepard v. Tulare Irr. Dist., (94 Fed. 1)	4795, 4927, 4928
Sheehy v. Kansas City Cable R. Co., (94 Mo. 574) ..	4221, 4222, 4224	Shepard v. Seattle, (59 Wash. 363)	1528, 1885, 1890
Sheehy v. New York, (180 N. Y. 139)	5125, 5138	Shepherd v. Barnett, (52 Tex. 638)	2962
Sheen v. Stothart, (39 La. Ann. 630)	1899, 2978	Shepherd v. Chelsea, (4 Allen, Mass. 112)	5768
Sheff v. Huntington, (16 W. Va. 307)	5614, 5719	Shepherd v. Kansas City, (81 Kan. 289)	495, 4289
Sheffield, <i>In re</i> , (54 Fed. 533) ..	1679	Shepherd v. Municipality No. 3, (4 Rob. La. 349)	380, 3894
Sheffield v. Harris, (101 Ala. 564) ..	5391, 5474	Shepherd's Fold, <i>etc.</i> v. New York, (96 N. Y. 137) ..	5095
Sheffield v. O'Day, (7 Ill. App. 239)	1555	Sheppard v. Dowling, (127 Ala. 1)	879
Sheffield School Tp. v. Andrews, (56 Ind. 157)	280, 578, 580	Sheppard v. Hees, (12 Johns N. Y. 423)	1440, 2051
Shehan v. Cincinnati, (11 Ohio Dec. 198)	1649	Sheraden, <i>In re</i> , (84 Pa. Super. Ct. 639)	640
Shelbley v. Dixon Co., (61 Neb. 409)	1147	Sherard v. Lindsay, (12 Ohio Cir. Ct. Rep. 315)	5020
Sheldley v. Lynch, (95 Mo. 487) ..	310, 2456	Sherbourne v. Yuba County, (21 Cal. 113)	5497
Shelby v. Alcorn, (26 Miss. 272) ..	940, 941, 951	Sherburne v. Portsmouth, (72 N. H. 539)	5268
Shelby v. Burlington, (125 Ia. 343) 4009, 4045, 4264, 4642, ..	5359	Sherer v. Jasper, (93 Ala. 530) ..	3248
Shelby v. Clagett, (46 Ohio St. 549)	5612, 5735	Sherfey v. Kidd Co. Com'rs, (26 Ind. App. 66)	2621
Shelby v. Cleveland Mill & Powder Co., (N. C. 71 S. E. 218) ..	2972	Sheridan v. Colvin, (78 Ill. 237) ..	964, 978, 1074
Shelby v. Deprez, (87 Ind. 509) ..	5439	Sheridan v. Empire City, (45 Ore. 296)	2809
Shelby v. Exposition Co., (96 Tenn. 653)	798	Sheridan v. Fleming, (98 Mo. 321)	5208
Shelby v. Jarnagin, (Tenn. 16 S. W. 1040)	4398	Sheridan v. Hibbard, (19 Ill. App. 421)	5189
Shelby v. Miller, (114 Wis. 660) ..	844, 2910	Sheridan v. New York, (145 Fed. 835)	2570, 2601
Shelby v. Union and Planters Bank, (161 U. S. 149) ..	1637, 1638	Sheridan v. Palmyra Tp., (180 Pa. St. 429)	5631
Shelbyville v. Cleveland, <i>etc.</i> R. W. Co., (146 Ind. 66)	1571	Sheridan v. St. Louis, (183 Mo. 25)	923, 1029, 1126
Shelbyville v. Shelbyville Water & Light Co., (16 Ky. L. Rep. 176)	4681	Sheridan v. Salem, (148 Mass. 196)	3061
Shelbyville Water & Light Co. v. McDade, (132 Ky. 839) ..	3597	Sheridan v. Salem, (14 Ore. 328) ..	6127, 5589
Shelden v. Butler, (48 Kan. 256) ..	2729	Sheridan v. Van Winkle, (43 N. J. L. 125)	1169
Sheldon v. Chicago, (247 Ill. 267) ..	2822	Sheridan Ave., <i>In re</i> , (128 Pa. St. 264)	4317
Sheldon v. Hill, (33 Mich. 171) ..	2319	Sheridan Dist. Tp. v. Frahm, (102 Ia. 5)	5074
Sheldon v. Kalamazoo, (24 Mich. 283)	1992, 2001, 2031	Sheriff v. Oskaloosa, (120 Ia. 442)	5528
Sheldon v. Stockbridge, (67 Vt. 299)	2504	Sherley v. Elizabeth, (4 N. J. L. Journ. 58)	4625
Sheldon v. Weeks, (51 Ill. App. 314)	5199	Sherlock v. Kansas City Ry. Co., (142 Mo. 172) ..	521, 3419
Sheldon Poor House Assn. v. Sheldon, (72 Vt. 126)	855, 858	Sherlock v. ..	4857
Shelley v. Detroit, (45 Mich. 421) ..	4355, 4360, 4459	Sherlock v. ..	5361
Shelley v. McCullough, (97 Ky. 164)	1057	Sherman v. ..	5365
Shelley v. St. Charles County Court, (21 Fed. 699)	4755	Sherman v. ..	1136
Shelton v. Mobile, (30 Ala. 540) ..	1600, 1615, 1747, 2145	Sherman v. ..	5087
Shelton v. Platt, (139 U. S. 591) ..	5264	Sherman v. Clifton Springs, (27 Hun. N. Y. 390)	4662
Shelton v. Silverfield, (104 Tenn. 67)	2268	Sherman v. Connor, (Tex. Civ. App. 72 S. W. 238) ..	4024, 4155, 4181
Shepard v. Bingham, (110 N. Y. S. 217)	5061	Sherman v. Connor, (88 Tex. 35) ..	4155
Shepard v. Colton, (44 Cal. 628) ..	2672	Sherman v. Des Moines, (100 Ia. 38)	1053
Shepard v. East Orange, (69 N. J. L. 128)	3426, 3449	Sherman v. Fisher, (132 Mich. 391)	5028
Shepard v. Easterling, (61 Neb. 852)	5331, 5332, 5358	Sherman v. Granada, (51 Miss. 186)	5386
Shepard v. Kaysville City, (16 Utah 340)	4964		
Shepard v. Milwaukee Gaslight Co., (15 Wis. 318)	2785		
Shepard v. Milwaukee Gaslight Co., (6 Wis. 539) ..	2574, 3657, 3659		

TABLE OF CASES.

6097

(References are to Pages.)

Sherman v. Kane, (86 N. Y. 57)	2481	Shipman v. Forbes, (97 Cal. 572)	4541, 4758
Sherman v. Langham, (92 Tex. 13)	4962, 4974	Shippey v. AuSable, (65 Mich. 494)	5646, 5700
Sherman v. Leonard, (10 R. I. 469)	5362	Shippy v. AuSable, (85 Mich. 280)	5609, 5623
Sherman v. Oneonta, (21 N. Y. S. 137)	5634	Shiras v. Ewing, (43 Kan. 170)	3661, 3663
Sherman v. Shobe, (94 Tex. 126)	5223	Shiras v. Olinger, (50 Ia. 571)	1950, 1951
Sherman v. Simons, (109 U. S. 735)	4915	Shirk v. Carroll County Com'rs, (106 Ind. 573)	2836
Sherman v. Smith, (12 Tex. Civ. App. 530)	4638	Shirk v. Chicago, (195 Ill. 298)	2836, 2971, 2974, 2976, 2979, 3306
Sherrell v. Murray, (49 Mo. App. 233)	2050, 2053	Shirk v. Hup, (167 Ind. 509)	2669, 4144, 4145, 4415
Sherry v. Gilmore, (58 Wis. 324)	346, 652	Shirk v. People, (121 Ill. 61)	764
Sherwin v. Aurora, (257 Ill. 458)	5730, 5734	Shirts v. Noblesville Tp., (122 Ind. 580)	2591
Sherwin v. Bugbee, (16 Vt. 439)	344, 359, 816	Shliverich v. R. J. Gunning Co., (58 Neb. 29)	867
Sherwin v. Bugbee, (17 Vt. 337)	1272, 1275, 1375	Shivers v. Newton, (45 N. J. L. 469)	2155
Sherwood v. District of Columbia, (3 Mackey 276)	5519, 5733	Shoe v. Nether Providence, (3 Pa. Super. Ct. 137)	3088
Sherwood v. Duluth, (40 Minn. 22)	4370	Shoemaker v. Coleman, (94 Miss. 619)	2847, 2940, 2952, 2954
Shewalter v. Pirner, (55 Mo. 218)	362, 2488	Shoemaker v. Des Moines, (129 Ia. 244)	5340, 5354
Sheward v. Citizens' Water Co., (90 Cal. 635)	3591	Shoemaker v. Entwistle, (3 D. C. App. Rep. 252)	2387
Shibley v. Fort Smith, etc. District, (96 Ark. 410)	4423	Shoemaker v. Goshen Tp., (14 Ohio St. 569)	4868, 4933
Shiel v. Walker, (114 Mo. App. 521)	3113	Shoemaker v. Harrisburg, (122 Pa. St. 285)	4337
Shields v. Durham, (116 N. C. 394)	5455	Shoemaker v. United States, (147 U. S. 282)	2534, 3117
Shields v. Durham, (118 N. C. 450)	5067, 5454	Shoenberg v. Field, (95 Mo. App. 241)	2655, 4057
Shields v. New York, (84 App. Div. N. Y. 502)	2758, 4180	Sholar v. Smyth, (3 Mo. 416)	5218
Shields v. Ohio, (95 U. S. 319)	1647, 1762, 1763, 1769	Sholin v. Skamania Boom Co., (56 Wash. 303)	2963
Shields v. Ross, (158 Ill. 214)	3898	Shook v. Thomas, (21 Ill. 87)	2316
Shields v. Savannah, (20 Ga. 57)	1755	Short, <i>in re</i> , (47 Kan. 250)	2446
Shields v. Savannah, (55 Ga. 150)	4305	Short v. Gouger, (Tex. Civ. App. 1910, 130 S. W. 267)	259, 536, 654, 659
Shietart v. Detroit, (108 Mich. 309)	5626	Short v. Medberry, (29 Hun, N. Y. 29)	955
Shillito v. Thompson, (1 Q. B. D. 12)	1594, 2134, 2135	Short v. Spokane, (41 Wash. 257)	5580, 5600, 5604, 5737
Shiloh Street, <i>in re</i> , (165 Pa. St. 386)	1537, 3961, 4349	Short v. State, (80 Md. 392)	4956
Shima v. West & South Towns St. Ry. Co., (58 Ill. App. 515)	3939	Short v. Symmes, (150 Mass. 298)	1053
Shimer v. Easton R. Co., (205 Pa. St. 648)	4268	Shotwell v. Covington, (69 Miss. 735)	5275
Shimer v. Phillipsburg, (58 N. J. L. 506)	2528	Shotwell v. Matt, (2 Sandf. Ch. N. Y. 46)	2507
Shimmons v. Saginaw, (104 Mich. 511)	3953, 4306, 4455, 4508	Showalter v. Southern Kansas R. Co., (49 Kan. 421)	3011
Shiner v. Norwood, (17 Ohio Cir. Ct. R. 631)	4452	Shriedley v. State, (23 Ohio St. 130)	1307
Shinkle v. Covington, (83 Ky. 420)	1531, 1602	Shriver v. Johnston, (24 N. Y. S. 1083)	3051, 3053
Shinkle v. Covington, (1 Bush. Ky. 617)	5511	Shriver v. McGregor, (224 Ill. 397)	5040
Shinn v. Cunningham, (120 Ia. 383)	1646	Shriver v. Pittsburg, (66 Pa. St. 446)	4994
Shinnick v. Marshalltown, (137 Ia. 72)	5065, 5440, 5723	Shrober v. Lancaster, (6 Lanc. Bar. Pa. 201)	1454, 2735
Shintgen v. La Crosse, (117 Wis. 158)	4528	Shrum v. Salem, (13 Ind. App. 115)	3922, 3983
Shinzel v. Bell Tel. Co., (31 Pa. Super Ct. 221)	3638, 3645	Shuck v. Lebanon, (107 Ky. 252)	5015
Shipley v. Fifty associates, (101 Mass. 251)	1470	Shuck v. Reading, (186 Pa. St. 248)	2643, 2656
Shipley v. Hacheney, (34 Ore. 303)	255, 4765	Shuey v. United States, (92 U. S. 73)	866
Shipley v. Terre Haute, (74 Ind. 297)	4609	Shuford v. Lincoln County Com'rs, (86 N. C. 552)	4337
6 McQ.—48		Shugars v. Hamilton, (122 Ky. 606)	1269, 1286, 1299, 1321

(References are to Pages.)

Shugars v. Williams, (50 Ohio St. 297)	609, 645
Shugart v. Halliday, (2 Ill. App. 45)	3263
Shuler v. Willis, (126 Ga. 73) ..	2423
Shultz v. Cambridge, (38 Ohio St. 659)	1741, 1753, 2120
Shultz v. Galveston, (3 Willson Civ. Cas. Ct. App. § 438) ..	5144
Shultz v. Redondo Imp. Co., (156 Cal. 439)	2794
Shultz v. Wireman, (4 Phila. Pa. 121)	2071
Schulz v. Albany, (57 N. Y. S. 963)	4305
Schulz v. Albany, (59 N. Y. S. 235)	4297, 4302
Shuman v. Fort Wayne, (127 Ind. 109)	2171, 2206, 2268
Shumate v. Heman, (181 U. S. 402)	3025, 4082, 4288, 4332, 4369
Shumway v. Burlington, (108 Ia. 424)	5654
Shurtleff v. Chicago, (190 Ill. 473)	4472, 4477
Shurtleff v. Wiscasset, (74 Me. 130)	4870, 4887
Shute v. Boston, (99 Mass. 236) ..	4263
Shute v. Taylor, (5 Metc. Mass. 61)	813
Shuttuck v. Smith, (6 N. D. 56) ..	1392
Shrack v. Coatesville, (6 Pa. Dist. Rep. 425)	1916
Shrader, <i>Es parte</i> , (33 Cal. 279) ..	1944
Shrader v. Cleveland etc. R. Co., (242 Ill. 227)	3596, 4240, 4250
Shreve v. Cicero, (129 Ill. 226) ..	3035, 4429, 4432
Shreveport v. Dentes, (118 La. 113)	1985, 2146
Shreveport v. Flournoy, (26 La. Ann. 709)	4582
Shreve v. Fort Wayne, (96 N. E. Ind. 7) ..	5588, 5605, 5713, 5718
Shreveport v. Levy, (26 La. Ann. 671)	1605, 1625, 1910
Shreveport v. Maloney, (107 La. La. 194)	2117
Shreveport v. Noel, (114 La. 187) ..	3145
Shreveport v. P. Draiss & Co., (111 La. 511)	1543, 1550, 2118
Shreveport v. Prescott, (51 La. Ann. 1895)	4012, 4365, 4398
Shreveport v. Red River & Coast Line, (37 La. Ann. 562)	890
Shreveport v. Robinson, (51 La. Ann. 1314)	1574, 1604, 1909
Shreveport v. Roos, (35 La. Ann. 1010) ..	1427, 1546, 1583, 2107, 2108
Shreveport v. Schulsinger, (113 La. 9)	2116, 2282
Shreveport v. Shreveport City R. Co., (104 La. 260)	4426
Shreveport v. Shreveport Traction Co., (127 L. 560) ..	3549, 4167
Shreveport v. Walpole, (22 La. Ann. 526)	2548
Shreveport Traction Co. v. Kansas City, etc., R. Co., (119 La. 759)	3365
Shreveport Traction Co. v. Shreveport, (122 La. 1) ..	2568, 3368, 3397, 3707, 3710, 3719, 3720
Shrever v. Livingston County Court, (9 Mo. 196)	5309
Shrewsbury v. Brown, (25 Vt. 197)	579, 2002
Shy v. Richards, (79 Mo. App. 661)	1553
Sibley v. Lastrico, (122 Ia. 211) ..	1547, 2058, 2059
Sibley v. Mobile, (Fed. Cas. No. 12,829)	4921, 4922, 4990
Sic, <i>In re</i> , (73 Cal. 142) ..	1420, 1860, 1867
Sicilian Asphalt Pav. Co. v. Williamsport, (186 Pa. 256) ..	4168
Sickles v. Manhattan Gas Light Co., (66 How Pr. N. Y. 314) ..	3782
Sickles v. Manhattan Gas Light Co., (64 How. Pr. N. Y. 33) ..	3783
Siddall v. Philadelphia, (225 Pa. 55)	3000, 4246
Sidway v. South Park Com'rs, (120 Ill. 496)	972
Siebenhauer, <i>Es parte</i> , (14 Nev. 365)	2192
Sieber v. McCaffery, (108 Mo. App. 49)	5302
Siefferer v. St. Louis, (141 Mo. 586)	3187
Siegel v. Chicago, (223 Ill. 428) ..	2646, 2648
Siegel v. New Orleans, (81 Fed. 522)	4634
Siegfried v. Bethlehem, (27 Pa. Super. Ct. 456)	5532, 5541
Siemens v. Eisen, (54 Cal. 418) ..	1852
Sievers v. San Francisco, (115 Cal. 648)	5398, 5473, 5575
Sigler v. Cleveland, (3 Ohio N. P. 119)	1965
Sigsbee v. Birmingham, (157 Ala. 418)	611
Sikes v. Hatfield, (13 Gray. 79 Mass. 347)	1116, 1266
Sikes v. Manchester, (59 Ia. 65) ..	1992, 5680
Silkman v. Yonkers Water Com'rs, (152 N. Y. 327) ..	3691, 3866
Sill v. Corning, (15 N. Y. 297) ..	552, 699
Sillcocks v. New York, (11 Hun N. Y. 431)	2578
Siloam Springs v. Thomson, (41 Ark. 456)	1420
Silsby Mfg. Co. v. Allentown, (153 Pa. St. 319)	2643, 4750
Silsby Mfg. Co. v. Chico, (24 Fed. 893)	2764
Silva v. Newport, (27 Ky. L. Rep. 212)	1482
Silver v. Sparta, (107 Ga. 275) ..	2206, 2209
Silverberg v. New York, (110 N. Y. S. 992)	5338
Silverman v. New York, (114 N. Y. S. 59)	5512
Silvester v. St. Louis, (164 Mo. 601)	3150, 5140
Silvey v. Georgia Ry. & Electric Co., (Ga. 73 S. E. 629)	3444
Sirmeyer v. New York, (16 App. Div. N. Y. 445)	2641
Simis v. Brookfield, (13 Misc. R. N. Y. 569)	1993, 2006, 2881
Simmons, <i>In re</i> , (116 N. Y. S. 439)	3304
Simmons, <i>In re</i> , (4 Okla. Crim. Rep. 662)	1885, 2118
Simmons, <i>Es parte</i> , (Okla. 112 Pac. 951)	2309, 2312, 2361
Simmons v. Camden, (26 Ark. 276)	4218
Simmons v. Cornell, (1 R. L. 519) ..	3300, 3305
Simmons v. DeBarre, (8 Abb. Pr. N. Y. 269)	2422
Simmons v. Gardiner, (6 R. L. 255)	3922
Simmons v. Hanover, (23 Pick. Mass. 188)	4584
Simmons v. Lewis, (146 Ia. 316) ..	2967

TABLE OF CASES.

6099

(References are to Pages.)

Simmons v. Malling Rural District Council, (18 Times L. R. 447)	1572	Sims v. Police Com'rs, (193 Mass. 547)	5054
Simmons v. Mumford, (2 R. I. 172)	3213, 3261, 3264	Sinclair v. Brightman, (198 Mass. 248)	1713
Simmons v. Paterson, (60 N. J. Eq. 385)	5562	Sinclair v. State, (69 N. C. 47)	1679
Simmer v. St. Paul, (23 Minn. 408)	5543	Sinclair v. Winona, (23 Minn. 404)	5331
Simmons v. State, (12 Mo. 268)	2266	Sindall v. Baltimore, (93 Md. 526)	5009, 5015
Simmons v. Toledo, (8 Ohio Cir. Ct. R. 585)	3433, 3434	Sing Lee, <i>Ex parte</i> , (96 Cal. 354)	850, 2163
Simmons v. Toledo, (5 Ohio Cir. Ct. R. 124)	3428, 3439	Singer, Appeal of, (131 Pa. 368)	615
Simmons Hdw. Co. v. McGuire, (39 La. Ann. 348)	1675	Singer v. New York, (62 N. Y. S. 347)	3099
Simms, <i>Ex parte</i> , (40 Fla. 432) ..	1740	Singer v. Philadelphia, (112 Pa. St. 410)	2070, 2409, 2411
Simms v. Paris, (8 Ky. L. Rep. 344)	5009, 5015	Singer Mfg. Co. v. Elizabeth, (42 N. J. L. 249)	4841
Simon's Case, <i>In re</i> , (16 Pa. Co. Ct. R. 353)	1356	Singer Mfg. Co. v. Morrison, (70 N. J. L. 163)	5031
Simon v. Atlanta, (67 Ga. 618) ..	1990, 2044, 2890, 5656, 5680	Singer Mfg. Co. v. Wright, (33 Fed. 121)	1670, 1682, 2222
Simons v. Gaynor, (89 Ind. 165) ..	1850	Single v. Marathon Co., (38 Wis. 363)	2745
Simon v. Hoboken, (52 N. J. L. 267)	1026	Singleton v. Eureka, (22 Nev. 91) ..	451
Simon v. Northup, (27 Or. 487) ..	516, 517, 531, 532, 894, 3899, 3903	Sings v. Joliet, (237 Ill. 300) ..	1920, 1922, 1924, 1931
Simon v. Portland, (9 Ora. 437) ..	1031	Sinker-Davis Co. v. Indianapolis, (Ind. 94 N. E. 886)	2826
Simon v. Schmitt, (122 N. Y. S. 421)	1609	Sinking Fund Cases, (99 U. S. 700)	1770
Simonds v. Heard, (23 Pick. Mass. 120)	1177	Sinking Fund Com'rs v. Northern Bank, (1 Metc. Ky. 174) ..	4646
Simons v. McGuire, (204 N. Y. 253)	5301	Sinnott v. Chicago etc. R. Co., (81 Wis. 95)	3605
Simons v. Military Board, (99 Va. 390)	5281	Sinnot v. Davenport, (22 How. U. S. 227)	1688
Simons v. Wilson (61 Wash. 574) ..	2819	Sinton v. Ashbury, (41 Cal. 525) ..	379, 450, 521, 536, 540, 4185
Simonson v. West Harrison, (6 Ind. App. 459)	5032	Sioux City v. Independent School Dist., (55 Ia. 150)	4421
Simplot v. Chicago etc. R. Co., (16 Fed. 350)	2974	Sioux City v. Simmons Warehouse Co., (151 Ia. 324) ..	2002, 3042, 3050
Simplot v. Dubuque, (49 Ia. 630) ..	2550, 2978	Sioux City v. Weare, (59 Ia. 95) ..	2001, 2603, 2734, 2745, 4805, 4863
Simpson v. Berkowitz, (110 N. Y. S. 485)	3149	Sioux City Bridge Co. v. Dakota County, (61 Neb. 75)	4997, 4998, 5039
Simpson v. Edmiston, (23 W. Va. 675)	4567	Sioux City etc. R. Co. v. Washington County, (3 Neb. 30) ..	813, 5155
Simpson v. Gibson, (164 Ill. App. 147)	5386	Sioux City St. Ry. v. Sioux City, (138 U. S. 98)	1647, 3362, 3461, 3521
Simpson v. Kansas City, (111 Mo. 237)	3093, 3147, 3148, 3150	Sioux City St. R. Co. v. Sioux City, (78 Ia. 742)	3463
Simpson v. Kansas City, (46 Kan. 438)	4449	Sioux Falls v. Farmers' Loan & Trust Co., (136 Fed. 721) ..	4667, 3817, 3824
Simpson v. Lumpkin, (121 Ga. 167)	2437, 2442	Sioux Falls v. Kirby, (6 S. D. 62)	2072, 2306, 2426
Simpson v. McGonegal, (52 Mo. App. 540)	4060	Sioux Falls Electric L. & P. Co. v. Sioux Falls, (21 S. D. 18) ..	4646
Simpson v. Mikkelsen, (196 Ill. 575)	3308	Sipe v. Murphy, (49 Ohio St. 536) ..	2229
Simpson v. Savage, (1 Mo. 359) ..	1776, 2278	Sira v. Wabash Ry. Co., (115 Mo. 127)	2088
Simpson v. Whatcom, (33 Wash. 392)	5395, 5401, 5446	Siskiyou Lumber & Mercantile Co. v. Rostel, (121 Cal. 511) ..	2951, 2963
Simpson-Crawford Co. v. Atlantic Highlands, (158 Fed. 372) ..	1685	Sisson v. Buena Vista County, (128 Ia. 442)	3112, 3162
Simrall v. Covington, (90 Ky. 444)	1421, 1423, 1601, 1606, 1709, 2222, 2223, 2264	Sisson v. Buffalo, (84 N. Y. S. 325)	2696
Simrall v. Covington, (16 Ky. L. Rep. 770)	5174	Sisson v. New Bedford, (137 Mass. 255)	4263
Sims, <i>In re</i> , (40 Fla. 432)	2233, 4587	Sixth Ave. R. Co. v. Gilbert El. Ry. Co., (3 Abb. N. C. N. Y. 372)	2937
Sims v. Chattanooga, (2 Lea, Tenn. 694)	2972	Sixty Second St., <i>In re</i> , (214 Pa. St. 137)	4262, 4276
Sims v. Frankfort, (79 Ind. 446) ..	2971	Skadra v. Plains, (45 Pa. Super. Ct. 87)	5631
Sims v. Hines, (121 Ind. 534) ..	4135, 4138, 4139		
Sims v. McClure, (52 Ind. 267) ..	5173		
Sims v. O'Meara, (193 Mass. 547) ..	1214, 1259		
Simson v. Parker, (190 N. Y. 19)	3859		

(References are to Pages.)

Skaggs, <i>Ex parte</i> , (19 Mo. 339)...	5309	Slessman v. Crozier, (80 Ind. 487)	820, 1551, 2053
Skaggs v. Martinsville, (140 Ind. 476)	1571, 1912, 1988, 3099	Slight v. Gutzlaff, (35 Wis. 675)	1942
Skakel v. Roche, (27 Ill. App. 423)	1724	Slingerland v. International Contracting Co., (43 App. Div. N. Y. 215)	3361
Skaneateles v. Hennessey, (62 Misc. R. 347)	2067	Slingerland v. Newark, (54 N. J. L. 62)	4755
Skaneateles Waterworks Co. v. Skaneateles, (161 N. Y. 154)	1647, 3794, 3835	Slingerland v. Norton, (59 Minn. 351)	4006
Skaneateles Waterworks Co. v. Skaneateles, (184 U. S. 354) ..	3817	Sloan v. Beebe, (24 Kan. 243) ..	4044, 4046
Skerrett, <i>In re</i> , (2 Parson Rq. Cas. 509)	921	Sloan v. Faurot, (11 Ind. App. 689)	4545
Skidmore v. Bricker, (77 Ill. 164)	1865	Sloan v. State, (8 Blackf. 361) ..	352, 756, 8903
Skinker v. Heman, (64 Mo. App. 441) 828, 1573, 1574, 1586, 1704,	3937, 4083	Sloane v. People's El. Ry. Co., (7 Ohio Cir. Ct. Rep. 84) ..	3409, 3439, 8564
Skinker v. Heman, (148 Mo. 349) ..	4066, 4341, 4525	Slocumb v. Fayetteville, (125 N. C. 362)	4954
Skinkle v. Clinton Twp. (39 N. J. L. 656)	4312	Slocum v. Brookline, (163 Mass. 23)	4348, 4351
Skinkle v. Essex P. Road Board, (47 N. J. L. 93)	513	Slocum v. North Platte, (192 Fed. 252)	3804, 3827, 3834, 4589, 4616
Skinner v. Chicago, (42 Ill. 52)	4431	Sloss-Sheffield Steel & Iron Co. v. Johnson, (147 Ala. 384) 2942, ..	2948, 2951, 2956, 2962
Skinner v. Harrison Tp., (116 Ind. 139)	5102	Sluder v. St. Louis Transit Co., (189 Mo. 107)	1465
Skinner v. Manchester, (72 N. H. 299)	1161	Slusser v. Burlington, (47 Ia. 300)	4131
Skinner v. Merchants' Bank, (4 Allen, Mass. 290)	1823	Smadbeck v. Mt. Vernon, (124 App. Div. N. Y. 515)	4426
Skinner v. Santa Rosa, (107 Cal. 464)	4675	Small v. Danville, (51 Me. 359) ..	388, 540
Skinner v. Woodstock, (25 Conn. 408)	1160	Small v. Edenton, (146 N. C. 527)	1584, 1905, 2008
Skirm v. Board of Public Works of Trenton (N. J. 29 Atl. 158)	4071	Small v. Kansas City, (185 Mo. 291)	572?
Skowhegan Water Co. v. Skowhegan, (102 Me. 323)	3677, 3683	Small v. Orne, (79 Me. 78)	1294
Slabaugh v. Omaha Electric L. & P. Co., (87 Neb. 805)	2869	Smalley v. Appleton, (75 Wis. 18)	5609
Slack v. Lawrence Twp., (N. J. 19 Atl. 663)	3047	Smalley v. Yates, (41 Kan. 550)	4858
Slack v. Maysville etc. R. Co., (13 B. Mon. Ky. 1) 789, 826, 874, ..	4649, 4950, 5146	Smallwood v. Newbern, (90 N. C. 36)	4949
Slade v. Lexington, (141 Ky. 214)	3037, 3673, 3686, 4645	Smart v. Hart, (75 Wis. 471) ..	3146
Slaren, <i>Ex parte</i> , (3 Tex. App. 662)	2229, 2248, 2445	Smart v. Kansas City, (91 Mo. App. 586)	5759
Slate v. Blue Ridge, (113 Ga. 646)	840, 915, 916, 927	Smart v. Philadelphia, (205 Pa. 329)	2609, 2615, 2709
Slattery, <i>Ex parte</i> , (3 Ark. 484) ..	1554, 1874, 2162, 2294, 2297	Smeberg v. Cunningham, (96 Mich. 378)	2818
Slattery v. Naylor, (18 App. Cas. 446)	1415, 1575, 1939	Smedley v. Grand Haven, (125 Mich. 424)	2595
Slattery v. New York, (165 N. Y. 618)	4182	Smedley v. Kirby, (120 Mich. 253)	1292, 1318
Slattery v. St. Louis, (120 Mo. 183)	4277	Smelser v. Wayne etc. Turnpike Co., (82 Ind. 417)	358
Slaughter v. Columbus, (61 Ohio St. 53)	2444	Smeltzer v. Miller, (125 Cal. 41)	2622
Slaughter v. Meridian L. & R. Co., (95 Miss. 251)	3619	Smeltzer v. White, (92 U. S. 390)	579, 580
Slaughter v. O'Berry, (126 N. C. 181)	737, 3033, 3060, 4083, 4096	Smethurst v. Barton Square, etc. Church, (148 Mass. 261)	5644
Slaughter v. People, (2 Doug. Mich. 334)	2290, 2370	Smiddy, <i>In re</i> , (19 N. Y. S. 949)	4235
Slaughter House Cases, (16 Wall. U. S. 36)	1612, 1889, 1944, 1946, 8411	Smiley v. MacDonald, (42 Neb. 5)	1957, 2576
Slauson v. Racine, (13 Wis. 398)	667	Smilie v. Fresno County, (112 Cal. 311)	4688
Slavin v. McGuire, (205 N. Y. 84)	5801	Smith's App. (65 Conn. 135) ..	2010
Slee v. Hyde Park, (Ill. 14 N. H. 697)	4095	Smith, <i>Ex parte</i> , (38 Cal. 702)	455, 1586
Sleeper v. Bullen, (6 Kan. 300)	3988	Smith, <i>Ex parte</i> , (135 Mo. 223) ..	1627, 2394, 2446
Sleight v. Kingston, (11 Hun. N. Y. 594)	5568	Smith, <i>Ex parte</i> , (231 Mo. 111)	494, 728, 765, 1890, 1943, 2197, ..
Sleight v. People, (74 Ill. 47)	4970	Smith, <i>Ex parte</i> , (Fed. Cas. No. 12,967)	2203, 2259
		Smith <i>In re</i> , (143 Cal. 368)	1861
		Smith, <i>In re</i> , (65 Barb. N. Y. 283)	1520
		Smith, <i>In re</i> , (52 N. Y. 526)	4049

TABLE OF CASES.

6101

(References are to Pages.)

Smith, <i>in re</i> , (146 N. Y. 48)	1933	Smith v. Butte, (40 Mont. 445) ..	4231
Smith, <i>in re</i> , (99 N. Y. 424)	3989	Smith v. Cairo, (48 Ill. App. 166) ..	5759
Smith v. Aberdeen, (25 Miss. 458) ..	4234	Smith v. Capital Gas Co., (122 Cal. 209)	2693
Smith v. Abington Sav. Bank, (171 Mass. 173)	4437	Smith v. Carney, (127 Mass. 179) ..	4432
Smith v. Adama, (206 Mass. 518) ..	1914, 2907	Smith v. Central Plank Road Co., (30 Ala. 650)	565, 566, 573
Smith v. Adrian, (1 Mich. 495) ..	765, 2311, 2341, 2391, 2400, 2404	Smith v. Centralia, (55 Wash. 573) ..	1215, 7, 3101
Smith v. Alabama, (124 U. S. 465) ..	1673	Smith v. ..	7, 3101
Smith v. Albany, (61 N. Y. 444) ..	1106, 1107, 1315, 2752	Smith v. ..	7, 316
Smith v. Alexandria, (33 Gratt. 203)	4229, 5576	Smith v. ..	4099
Smith v. Allegheny, (92 Pa. St. 110)	4566	Smith v. ..	4078
Smith v. Allen, (131 Ind. 116)	5332	Smith v. ..	270) ..
Smith v. Americus, (89 Ga. 810) ..	566, 5015	Smith v. ..	1677
Smith v. Amsterdam, (78 Hun. N. Y. 609)	3922	Smith v. ..	7, 3441
Smith v. Applegate, (23 N. J. L. 352)	3070	Smith v. ..	5698
Smith v. Appleton, (19 Wis. 468) ..	540, 542	Smith v. Cofran, (34 Cal. 310) ..	4432, 1100
Smith v. Atlanta, (75 Ga. 110) ..	5550	Smith v. Colerain, (9 Met. 492) ..	5094, 5096, 5097
Smith v. Atlanta, (93 Ga. 119) ..	3032	Smith v. Collier, (113 Ga. 306) ..	1916, 1926
Smith v. Atlanta, (122 Ga. 877) ..	1443, 1519	Smith v. Columbus, etc. Ry. Co., (3 Ohio N. P. Rep. 1)	1239, 1340, 1341, 1403, 1516
Smith v. Auburn, (34 N. Y. S. 725)	5560	Smith v. Commercial Const. Co., (120 N. Y. S. 403)	2919
Smith v. Avon-by-the-Sea, (68 N. J. L. 242)	4104	Smith v. Commonwealth, (41 Pa. St. 336)	1125, 1123, 1396, 1399
Smith v. Barrett & Clifford, (1 Siderfin 161)	2511	Smith v. Cornelius, (41 W. Va. 59)	5268
Smith v. Belhaven, (150 N. C. 156)	4664, 4859	Smith v. Cronkhite, (8 Ind. 134) ..	1037
Smith v. Bell, (70 Ill. App. 490) ..	4199	Smith v. Crutcher, (93 Ky. 586) ..	352
Smith v. Beloit, (122 Wis. 296) ..	3204, 3272, 3287	Smith v. Davis, (22 App. D. C. 298)	5677
Smith v. Birmingham Water-works Co., (104 Ala. 315) ..	3694, 2692, 2732	Smith v. Davis, (30 Cal. 526) ..	4432, 4500
Smith v. Boase, (39 Mo. App. 15)	4550	Smith v. Dedham, (144 Mass. 177)	4709
Smith v. Bogaskie, (109 N. Y. S. 598)	916	Smith v. Des Moines, (34 Ia. 635)	5722
Smith v. Boston, (7 Cush. Mass. 254)	2994, 2998, 2999, 3002, 4260	Smith v. Des Moines, (106 Ia. 590)	4414, 4449
Smith v. Boston, etc. R. Co., (91 N. Y. S. 413)	4229	Smith v. Detroit, (120 Mich. 572) ..	4523
Smith v. Boston, etc. R. Co., (181 N. Y. 132)	4232	Smith v. District of Columbia, (25 App. Cas., D. C. 370)	5262
Smith v. Broderick, (107 Cal. 644)	4635, 4637, 5137	Smith v. Dewees, (41 Tex. 594) ..	970
Smith v. Brooklyn, (160 N. Y. 357)	5557	Smith v. Doyle, (35 Ky. L. Rep. 258)	917
Smith v. Brooklyn, (36 Hun. N. Y. 224)	6727	Smith v. Dublin, (113 Ga. 332) ..	1110, 4652
Smith v. Brooklyn Union Elevated R. Co., (193 N. Y. 335) ..	3076	Smith v. Duncan, (77 Ind. 92) ..	8910, 4067
Smith v. Brown, (59 Cal. 673) ..	1063, 1230	Smith v. Dunn, (64 Cal. 164)	5281
Smith v. Bryan, (34 Ill. 364)	4199	Smith v. Eau Claire, (78 Wis. 457)	1516, 4236
Smith v. Bryan, (100 Va. 199) ..	411, 1212, 1232	Smith v. Elberton, (5 Ga. App. 286)	5582
Smith v. Buffalo, (44 Hun. N. Y. 156)	4191	Smith v. Emporia, (27 Kan. 528) ..	1431, 1932, 2052, 2329, 2333, 2342, 2432
Smith v. Buffalo, (90 Hun. N. Y. 118)	1542, 3261	Smith v. Farr, (46 Colo. 364) ..	2218, 2227
Smith v. Buffalo, (35 N. Y. S. 635)	4427	Smith v. Flora, (64 Ill. 92)	3203, 3264
Smith v. Buffalo, (39 N. Y. S. 381)	4763	Smith v. Fond du Lac, (8 Fed. 239)	4320
Smith v. Brooklyn, (46 N. Y. S. 141)	5559	Smith v. Gloucester, (201 Mass. 329)	3957, 5434, 5525
Smith v. Buffalo, (99 N. Y. S. 386) ..	3437, 5313	Smith v. Gouldy, (58 N. J. L. 562)	1544, 2417
Smith v. Buffalo, (1 Shel. N. Y. 493)	4109	Smith v. Great South Bay Water Co., (81 N. Y. S. 812)	3600
Smith v. Burlington, (129 Wis. 626)	4007, 5214	Smith v. Grayson, (18 Tex. Civ. App. 153)	464
		Smith v. Haverhill, (197 Mass. 522)	1062

(References are to Pages.)

Smith v. Hayti, (130 Mo. App. 331)	5675	Smith v. Minto, (30 Ore. 351)	4299
Smith v. Hazard, (110 Cal. 145)	3985, 4002	Smith v. Moore, (38 Conn. 105)	1333
Smith v. Henderson, (66 N. Y. S. 347)	5542	Smith v. Moore, (30 Ind. 294)	994, 1024
Smith v. Houston, (6 Ohio 191)	2323	Smith v. Morse, (3 Cal. 524)	709, 710, 801, 840, 962, 1051, 1803, 2530, 2531
Smith v. Hofeldt, (79 Neb. 278)	2924	Smith v. Morse, (143 N. Y. 7)	2022
Smith v. Hoyt, (14 Wis. 262)	679, 1732, 1733	Smith v. Nashville, (11 N. 19)	3597
Smith v. Hubbell, (143 Mich. 327)	934, 1315, 4215	Smith v. Nashville, (63 T. 2557, 2)	3866
Smith v. Hudson Tp. Com'rs, (150 Ill. 325)	2433	Smith v. Navasota, (72 N. 2)	2331
Smith v. Jackson, (103 Tenn. 673)	1673	Smith v. New Albany, (1 E. 73)	1732, 1733, 1
Smith v. Jamesville, (53 Wis. 430)	355, 357, 1812	Smith v. Newbern, (70 N. Y. 782, 2)	3333
Smith v. Kansas City, (130 Mo. 23)	3101, 4280	Smith v. Newburgh, (1 N. Y. 130)	2509
Smith v. Klena, (231 Mo. 315)	4535, 4563	Smith v. New Decatur, (234)	4724
Smith v. Kingston, (130 Pa. St. 367)	3921	Smith v. New York, (12 N. Y. 291)	4163
Smith v. Knoxville, (3 Head, Tenn. 245)	2130	Smith v. New York, (33 Misc. R. N. Y. 320)	4209, 4212
Smith v. Law, (31 N. Y. 296)	1301, 1320, 2320, 2897	Smith v. New York, (63 App. Div. N. Y. 800)	5122, 5179
Smith v. Leavenworth, (15 Kan. 31)	5632, 5659, 5691, 5692	Smith v. New York, (37 N. Y. 513)	1074
Smith v. Library Board, (53 Minn. 108)	924	Smith v. New York, (3 Thomp. & C. N. Y. 160)	1149
Smith v. Lincoln, (170 Mass. 434)	3860	Smith v. New York, (10 N. Y. Seld. 504)	2361, 2676, 2834, 2706, 2709
Smith v. Los Angeles L. etc. Assn., (73 Cal. 189)	1297	Smith v. New York, (6 N. Y. S. Ct. 4 Sandf. 321)	2693
Smith v. Los Angeles, (130 Cal. 156)	4272	Smith v. New York, (31 How. Pr. N. Y. 1)	2626
Smith v. Louisville, (Ky. 14 S. W. 349)	5022	Smith v. New York, (67 Barb. N. Y. 223)	1092
Smith v. Louisville, (9 Ky. L. Rep. 779)	3225	Smith v. Omaha, (49 Neb. 333)	4509
Smith v. Louisville, (140 Ky. 563)	5239	Smith v. Ontario, (Fed. Cas. No. 12,035)	4352
Smith v. Lowell, (190 Mass. 232)	4643	Smith v. Opelika, (105 Ala. 626)	2332, 3271, 3300
Smith v. Lowell, (130 Mass. 336)	5707	Smith v. Ormsby, (20 Wash. 396)	4720
Smith v. Ludington, (17 Wis. 324)	4494	Smith v. Osage, (20 Ia. 84)	2204, 2307
Smith v. McCutcheon, (146 Ala. 455)	4730, 5270, 5282	Smith v. People, (154 Ill. 53)	314, 599, 705, 1797
Smith (Fort) v. McKibben, (41 Ark. 45)	5162	Smith v. Philadelphia, (13 Phila. 177)	312, 4102, 5152
Smith v. McCarthy, (56 Pa. St. 259)	254, 515, 959, 1534	Smith v. Philadelphia, (2 Brewst. Pa. 443)	2679
Smith v. McConathy, (11 Mo. 517)	1942, 1952	Smith v. Philadelphia, (237 Pa. St. 423)	2642
Smith v. McDowell, (143 Ill. 51)	1994, 2004, 2374, 2397, 2355, 2397, 2090, 2342	Smith v. Portland, (25 Ore. 297)	4467, 4468, 2964
Smith v. Madison, (7 Ind. 80)	739, 1807, 2115, 2301	Smith v. Preston, (104 M. 4467)	2964
Smith v. Major, (16 Ohio Cir. Ct. R. 362)	2244	Smith v. Proctor, (120 N. 1299)	1299
Smith v. Marston, (5 Tex. 426)	2312	Smith v. Readfield, (27 M. 506)	5062
Smith v. Mayor, etc., (15 Wkly. Dig. 103)	5722	Smith v. Rochester, (7 N. Y. 506)	5460
Smith v. Meadow Brook Brewing Co., (3 Lack. Jur. 145)	5019	Smith v. Rockford, (19 Ct. R. 473)	4371
Smith v. Metropolitan Gas Light Co., (12 How. Prac. N. Y. 187)	3293	Smith v. Rome, (19 Ga. 8)	2327
Smith v. Milton, (61 Fla. 745)	4316	Smith v. Sacramento, (531)	1032, 2594
Smith v. Milwaukee, (13 Wis. 63)	1932	Smith v. Saginaw, (31 Mich. 123)	502
Smith v. Milwaukee Builders' & Traders' Exch., (91 Wis. 300)	1851, 2073	Smith v. St. Francois County Court, (19 Mo. 433)	5206
Smith v. Milwaukee, etc. R. Co., (Fed. Cas. No. 13,082)	4329	Smith v. St. Paul, (73 Minn. 473)	5229
Smith v. Minneapolis, (113 Minn. 446)	3169, 3172, 3174	Smith v. St. Joseph, (42 Mo. App. 392)	5720
		Smith v. St. Joseph, (45 Mo. 449)	5539
		Smith v. St. Joseph, (122 Mo. 643)	4699
		Smith v. St. Louis Mut. Life Ins. Co., (3 Tenn. Ch. 431)	4142

TABLE OF CASES.

6103

(References are to Pages.)

Smith v. St. Paul, (69 Minn. 276)	5331	Smith v. Worcester, (182 Mass. 232)	4332
Smith v. Salt Lake City, (83 Fed. 784)	4137, 4143	Smith v. Yankton, (23 S. D. 352)	5654, 5655, 5685, 5700, 5701, 5752, 5766, 5770
Smith v. San Antonio, (17 Tex. 643)	2365, 2376	Smith's Adm'r v. Louisville, (146 Ky. 562)	5382
Smith v. Sanitary District, (108 Ill. App. 69)	2642	Smith Canal or Ditch Co. v. Denver (20 Colo. 84)	4617
Smith v. School Dist., (69 Mich. 529)	5085, 5086	Smith & City of Toronto, <i>In re</i> , (10 Up. Can. Com. Pleas. 225)	1734
Smith v. School Trustees, (141 N. C. 143)	5073	Smith & Co. v. New Orleans, (27 La. Ann. 187)	4764, 4938
Smith v. Seattle, (25 Wash. 300)	3846, 4366, 4374, 4375, 4408, 4692, 4792	Smith & Keating, <i>Es parte</i> , (38 Cal. 702)	2121
Smith v. Seattle, (20 Wash. 613)	4242	Smither v. Blanton, (1 Met. Ky. 44)	2295, 2296
Smith v. Sedalia, (152 Mo. 283)	3046, 3053, 3072, 3154, 5564, 5566	Smithville v. Dispensary Com'rs., (125 Ga. 559)	26, 318
Smith v. Selinsgrove, (199 Pa. 615)	5418	Smoot v. Washington, (2 Hayw. & H. U. S. 122)	3965
Smith v. Sewerage Com'rs, (146 Ky. 562)	5396, 5407	Smoot v. Wetumpka, (24 Ala. 112)	5588, 5629
Smith v. Sheeley, (12 Wall. U. S. 358)	2488	Smothers v. Jackson, (92 Miss. 327)	1874
Smith v. Sherry, (50 Wis. 210)	604, 619, 620, 624, 627, 722, 775	Smyrk v. Sharp, (82 Md. 97)	1774, 1785, 1792, 4099
Smith v. Silsbe, (53 App. Div. 462)	2295	Smyth v. Ames, (169 U. S. 466)	3727, 3739, 3762
Smith v. Skagit, (45 Fed. 725)	340, 342, 594	Smyth v. Bangor, (72 Me. 249)	5694, 5736
Smith v. Small, (50 Mo. App. 401)	4415	Smyth v. New York, (203 N. Y. 106)	5490
Smith v. Smith, (2 Pick. Mass. 621)	1470	Smythe v. Chicago, (197 Ill. 311)	3951
Smith v. Smythe, (132 App. Div. N. Y. 71)	4591	Snell, <i>In re</i> , (58 Vt. 207)	1804, 2115, 2201
Smith v. Smythe, (197 N. Y. 457)	3266, 3289, 4593	Snell v. Chicago, (133 Ill. 413)	3489
Smith v. Southern Pac. R. Co., (146 Cal. 164)	3608	Snell v. Clinton Electric Light H. & P. Co., (196 Ill. 626)	3587
Smith v. Spokane, (54 Wash. 276)	4270	Snell & Town of Belleville, <i>In re</i> , (30 Up. Can. Q. B. 81)	1435, 1548, 1587, 1732, 1749, 1908
Smith v. Spokane, (55 Wash. 219)	1957, 2167	Snickles v. St. Joseph, (155 Mo. App. 308)	5614
Smith v. State, (23 N. J. L. 712)	3208	Snickles v. St. Joseph, (139 Mo. App. 187)	5770
Smith v. Stephan, (66 Md. 381)	1164, 4825	Snider v. St. Paul, (51 Minn. 466)	5400, 5409, 5507
Smith v. Stevens, (10 Wall. U. S. 321)	820	Sniffen v. New York, (4 Sandf. N. Y. 193)	1110, 1136
Smith v. Strother, (68 Cal. 194)	962	Snoddy v. Bolen, (122 Mo. 479)	2818, 2828
Smith v. Syracuse, (17 App. Div. N. Y. 63)	2649	Snoddy v. Pettis County Court, (45 Mo. 361)	5207, 5215, 5217
Smith v. Syracuse Imp. Co., (161 N. Y. 484)	2655, 4001	Snoddy v. Wabash School Twp., (17 Ind. App. 284)	5078
Smith v. Tacoma, (51 Wash. 101)	5770	Snook v. Ananconda, (26 Mont. 128)	5589, 5610
Smith v. Tobener, (32 Mo. App. 601)	1266, 1322, 4059, 4559	Snouffer v. Cedar Rapids, etc. St. Ry. Co., (118 Ia. 287)	206, 1587, 1642, 3550
Smith v. Toledo, (24 Ohio St. 126)	4415	Snouffer v. Ford & Grove, (139 Ia. 466)	4491
Smith v. Township Board, (53 Mo. 297)	280	Snouffer & Ford v. Tipton, (150 Ia. 73)	4144, 4145
Smith v. Utica, (53 Hun. N. Y. 638)	1501	Snow v. Brunswick, (71 Me. 580)	5476
Smith v. Vandyke, (17 Wis. 208)	4494	Snow v. Fitchburg, (136 Mass. 183)	4458
Smith v. Vicksburg, (54 Miss. 615)	4988	Snow Melting Co. v. New York, (88 App. Div. N. Y. 575)	2563
Smith v. Vicksburg, (36 Miss. 477)	4831	Snowden, <i>Es parte</i> , (12 Cal. App. 521)	1611, 1893, 1909, 2031, 2035
Smith v. Wakefield, (105 Mass. 473)	5595	Snowden v. Loree, (122 Fed. 493)	3221
Smith v. Warrior, (99 Ala. 481)	5178	Snydacker v. West Hammond, (225 Ill. 154)	4370
Smith v. Washington, (20 How. 61 U. S. 135)	3964, 4230, 4233	Snyder v. New York, (77 N. Y. S. 637)	2770, 4140, 4160, 4168
Smith v. Waterbury, (54 Conn. 174)	1142, 1151, 1152		
Smith v. Westcott, (17 R. I. 366)	352		
Smith v. Westerly, (19 R. I. 437)	3414, 3416, 3425, 3566		
Smith v. Westport, (105 Mo. App. 221)	4042, 4046, 4067, 4161, 4500		
Smith v. Wildes, (143 Mass. 556)	5758		
Smith v. Wilkinsburg, (172 Pa. St. 121)	5152		

(References are to Pages.)

Snyder v. North Lawrence, (8 Kan. 82)	792, 1741, 1753
Snyder v. Pennsylvania R. Co., (55 Pa. St. 340)	3654
Snyder v. Plass, (28 N. Y. 465) ..	3146
Snyder v. Rockport, (6 Ind. 237) ..	880, 881, 3894, 4010, 4219, 4287, 4289
Snyder v. Superior, (146 Wis. 671)	5699
Snyder v. West Hammond, (225 Ill. 154)	4010
Snyder, <i>In re</i> , (10 Idaho 682)	2146
Snyder, <i>Ex parte</i> , (64 Mo. 58), 1049, 1278,	2445
Snyder, <i>Ex parte</i> , (29 Mo. App. 256)	2444
Snyder v. Albuquerque Board of Education, (10 N. M. 446)	5079
Snyder v. Chicago, etc. R. Co., (112 Mo. 527)	3165
Snyder v. Fort Madison Street R. Co., (105 Ia. 284)	3620
Snyder v. Mount Pulaski, (176 Ill. 897)	2844, 2874
Society, etc. v. Wheeler, (2 Gall. C. C. 105)	1610
Society for Savings v. New London, (29 Conn. 174)	1275, 1384, 4829, 4862, 4872
Society, etc. v. Pawlet, (4 Pet. U. S. 480)	355
Society, etc. v. Young, (2 N. H. 310)	575
Society of Scriveners v. Brook- ing, (3 Q. B. 95)	1575
Socorro v. Leavitt, (4 N. Mex. 37)	309
Soden v. Emporia, (7 Kan. App. 583)	3951
Soens v. Racine, (10 Wis. 241) ..	4327, 4328
Solberg v. Decorah, (41 Ia. 501) ..	2977
Solomon, <i>Ex parte</i> , (91 Cal. 440) ..	1420, 1565, 1860, 1867, 2115
Soloman v. Denver, (12 Colo. App. 179)	2268
Solmon v. Hughes, (24 Kan. 211) 1367, 1816, 1832, 2432, ..	2433
Solomon v. Kingston, (24 Hun. N. Y. 562)	534, 5469
Solon v. Williamsburgh Savings Bank, (35 Hun. 1)	580, 4842
Solon v. Williamsburgh Sav. Bank, (114 N. Y. 122)	4823, 4842, 4852
Solyer v. Romanet, (52 Tex. 562) ..	361
Somerset v. Parson, (105 Pa. St. 360)	1302
Somerset v. Smith, (105 Ky. 678) ..	1299, 2723
Somerset v. Somerset Banking Co., (109 Ky. 549)	1048, 5022, 5023, 5034, 5037
Somerville v. Dickerman, (127 Mass. 272)	786, 812, 5154
Somerville v. Middlesex County Com'rs, (122 Mass. 292)	4047
Somerville v. Waltham, (170 Mass. 160)	2556, 2458, 2462, 2557
Somerville v. Wood, (129 Ala. 369)	1005, 1038, 1194, 1397
Somerville Water Co. v. Somer- ville Borough, (78 N. J. Eq. 199)	3432, 3775, 3777
Sommercamp v. Kelly, (8 Idaho, 712)	1268, 1320, 1323, 4658
Sommers v. Cincinnati, (6 Ohio Dec. 887)	3485, 3564
Sommers v. Marshfield, (90 Wis. 59)	5127, 5582
Somo Lumber Co. v. Lincoln, (110 Wis. 286)	4985
Song Lee, <i>In re</i> , (5 Ter. L. Rep. N. W. 466)	2259
Sonnenthal v. Skinner, (67 Tex. 453)	4762
Sonoma v. Santa Rosa, (102 Cal. 426)	5118, 5123
Sonoma County Tax Case, (13 Fed. Rep. 789)	5202
Sonora v. Curtin, (137 Cal. 583) ..	1791, 2206, 2267
Soon Hing v. Crowley, (113 U. S. 703) 1446, 1528, 1603, 1604, ..	1616, 1624, 1929, 2168
Soper v. Henry, (26 Iowa 264) ..	273
Soulard v. City of St. Louis, (36 Mo. 546)	4220, 4233
Soule v. McKibben, (6 Cal. 142) ..	4681
Soule v. Passaic, (47 N. J. Eq. 28)	3895, 5577
Soule v. Seattle, (6 Wash. 315) ..	4185, 4190, 4747, 4764
South Amboy v. New York & L. B. R. Co., (66 N. J. L. 623) ..	2930, 3340
South Baltimore Harbor & Im- provement Co. v. Smith, (85 Md. 537)	3225
South Bend v. Lewis, (138 Ind. 512)	925, 929
South Bend v. Martin, (142 Ind. 31)	1670, 1671, 2261
South Bend v. Paxon, (67 Ind. 228)	5542, 5544
South Bend v. Reynolds, (155 Ind. 70)	4708, 4712, 4713, 4729
South Berwick v. York, (98 Me. 108)	3220
South Boston Iron Co. v. United States, (118 U. S. 37)	812
South Bound R. Co. v. Burton, (67 S. C. 515)	2974, 3608
South Carolina v. United States, (199 U. S. 437)	3879
South Chester Road, <i>In re</i> , (80 Pa. St. 374)	3900
South Covington Dist. v. Ken- ton Water Co., (117 Ky. 489) ..	2584, 2585, 3668
South Covington Dist. v. Ken- yon Water Co., (25 Ky. L. Rep. 1592)	2570
South Covington, etc. St. Ry. Co. v. Bellevue, (105 Ky. 283) ..	5012, 5014, 5026
South Covington, etc. St. Ry. Co. v. Berry, (93 Ky. 43) 1723, ..	2053, 2087, 2095, 5197
South Covington, etc. St. R. Co. v. Covington, (146 Ky. 592) ..	3547
South Covington, etc. St. Ry. Co. v. Newport, etc. R. Co., (110 Ky. 691)	3196, 3284
South Florida R. R. Co. v. Rhodes, (25 Fla. 40)	1584
South Hampton v. Fowler, (52 N. H. 225)	2480
South Haven v. Van Buren Pro- bate Judge, (140 Mich. 117) ..	3083
South Highland Land & Imp. Co. v. Kansas City, (100 Mo. App. 518)	2845, 3926
South Highland Land & Improve- ment Co. v. Kansas City, (172 Mo. 523) .. 3023, 3025, 4071, 4404, ..	5539
South Hutchinson v. Barnum, (63 Kan. 872)	4887, 4902
South Jersey Telegraph Co. v. Woodbury, (78 N. J. L. 276) ..	1340

TABLE OF CASES.

6105

(References are to Pages.)

South McAlester-Eufaula Telephone Co. v. State ex rel., (25 Okla. 524) 3390, 3518, 3572, 3707
 South Market St., *In re*, (76 Hun. N. Y. 85) 1338, 1367
 South Morgantown v. Morgantown, (49 W. Va. 729) 433
 South New Market Seminary v. Peaslee, (15 N. H. 317) 570
 South Omaha v. Cunningham, 31 Neb. 316) 5665
 South Omaha v. Meyers, (3 Neb. 669) 5742
 South Omaha v. O'Rourke, (70 Neb. 479) 5027, 5033
 South Omaha v. Powell, (50 Neb. 798) 5617
 South Omaha v. Ruthjen, (71 Neb. 545) 4268
 South Omaha v. Taxpayers' League, (42 Neb. 671) 5358
 South Omaha v. Tighe, (67 Neb. 572) 3988, 3996
 South Orange v. Whittingham, (58 N. J. L. 655) 3036
 South Ottawa v. Perkins, (94 U. S. 260) 4809, 4867, 4894, 4896
 South Park Com'rs v. Chicago, etc. R. Co., (107 Ill. 105) 4410
 South Park Commissioners v. Dunlevy, (91 Ill. 49) 5135
 South Park Com'rs v. First Nat. Bank, (177 Ill. 234) 5021
 South Park Commissioners v. Montgomery, Ward & Co., (248 Ill. 299) 3125, 3216, 3337
 South Pasadena v. Los Angeles, etc. R. Co., (109 Cal. 315) 1435, 1906, 3724
 South Pasadena v. Pasadena Land & Water Co., (152 Cal. 579) 780, 794, 3477, 3825, 3842, 3858, 3862
 South Platte Land Co. v. Buffalo County Com'rs, (7 Neb. 253) ... 5364
 South Platte Land Co. v. Buffalo, 15 Neb. 605) 823
 South Port v. Ogden, (23 Conn. 128) 1420, 1805, 1867
 South Royalton Bank v. Suffolk Bank, (27 Vt. 505) 1914
 South St. Paul v. Lamprecht Bros. Co., (88 Fed. 454) 904, 4822, 4841, 4905
 South School District v. Blakeslee, (13 Conn. 227) 1275
 South Shilshole Place, *In re*, (Wash. 112 Pac. 228) 1481
 South Twelfth St. in Allentown, *In re*, (217 Pa. 362) 3096
 South Williamsport v. Miller, (20 Pa. Super. Ct. 266) 5100
 South Yuba Water Co. v. Auburn, (16 Cal. App. 775) 5133
 Southeast v. New York, (89 N. Y. S. 630) 5515
 Southeim v. Chicago, (56 Ill. 429) 4564
 Southend Corporation v. Davis, (16 T. L. R. 167) 1593
 Souther v. Gloucester, (187 Mass. 552) 3592, 3726
 Southerland-Innes Co. v. Evart, (86 Fed. 597) 872
 Southern Bell Tel. & Tel. Co. v. Beach, (8 Ga. App. 720) .. 3784, 3785
 Southern Bell Tel. & Tel. Co. v. Constantine, (61 Fed. 61) 2867
 Southern Bell Tel. & Tel. Co. v. Davis, (Ga. App. 76 S. E. 786) 5761
 Southern Bell Tel. Co. v. Earle, (118 Ga. 506) 3785

Southern Bell Tel. & Tel. Co. v. Francis, (109 Ala. 224) 2867
 Southern Bell Tel. & Tel. Co. v. Mobile, (162 Fed. 523) 3380, 3401, 3544
 Southern Bell Tel. & Tel. Co. v. Richmond, (98 Fed. 671) .. 1767, 1768, 1769, 1773, 3497, 3571
 Southern Bell Tel. & Tel. Co. v. Richmond, (103 Fed. 31) .. 3406, 3450, 3571
 Southern Boulevard, *In re*, (3 Abb. Pr. N. Y. 447) 4510
 Southern Boul. R. Co. v. Peoples' Traction Co., (39 N. Y. S. 266) . 3442
 Southern California R. Co. v. Workman, 146 Cal. 80) 4396
 Southern Car & Foundry Co. v. State, (133 Ala. 624) 2231
 Southern Electric L. & P. Co. v. Philadelphia, (191 Pa. St. 170) 5014
 Southern Express Co. v. Ensley, (116 Fed. 756) 1675, 1721, 2263, 2448
 Southern Express Co. v. R. M. Rose Co., (124 Ga. 581) 1620, 2195, 2233, 2235
 Southern Express Co. v. Tuscaloosa, (132 Ala. 326) 2263
 Southern Hardware & Supply Co. v. Standard Equipment Co., (158 Ala. 596) 2043
 Southern Illinois & Missouri Bridge Co. v. Stone, (174 Mo. 1) 3070
 Southern Kansas R. Co. v. Oklahoma City, (12 Okla. 82) 2790
 Southern Kansas R. Co. v. Sharpless, (62 Kan. 841) 3009
 Southern Kansas R. Co. v. Showalter, (57 Kan. 681) 3009
 Southern Pacific Co. v. Bartine, (170 Fed. 725) 3760
 Southern Pacific Co. v. Pomona, (144 Cal. 339) 2814, 3213, 3220, 3222, 2242
 Southern Pacific Co. v. Portland, (177 Fed. 958) 2095, 2244, 3446
 Southern Pacific Co. v. Western Pacific Co., (144 Fed. 160) 594
 Southern Pac. R. Co. v. Orton, (82 Fed. 457) 246
 Southern Paving Co. v. Chattanooga, (Tenn. 48 S. W. 92) 4122
 Southern R. Co. v. Ables, (153 Ala. 523) 2994, 3002, 3008
 Southern R. Co. v. Atlanta Ry. & Power Co., (111 Ga. 679) .. 3615, 3616, 3617
 Southern R. Co. v. Board of Com'rs, (148 N. C. 220) 834
 Southern R. Co. v. Commonwealth, (107 Va. 771) 1698
 Southern R. Co. v. Greensboro Ice & Coal Co., (134 Fed. 82) .. 1692
 Southern R. Co. v. Hartshorne, (162 Ala. 491) 4610
 Southern R. Co. v. Memphis, (97 Fed. 819) 3465
 Southern R. Co. v. Standiford, (21 Ky. L. Rep. 1023) 3213
 Southern R. Co. v. Stockdon, (106 Va. 693) 1820
 Southern R. Co. v. Weatherlow, (153 Ala. 171) 1835
 Southern Warehouse & Transfer Co. v. Mechanics' T. Co., (21 Ky. L. Rep. 1734) 5022
 Southern Wisconsin Power Co., *In re*, (140 Wis. 245) 3476, 3477

(References are to Pages.)

Southington v. Southington Water Co., (80 Conn. 646).....	3826, 3843
Southington First Cong. Soc. v. Atwater, (23 Conn. 34).....	2499
Southport v. Stanley, (125 N. C. 464).....	2510, 2514, 2519
Southwark v. Neil, (3 Yeates, Pa. 54).....	800, 1438
Southwark R. Co. v. Philadelphia, (47 Pa. 314).....	2332
Southwell v. Detroit, (74 Mich. 438).....	5490, 5595
Southwest Missouri Light Co. v. Joplin, (101 Fed. 23).....	1643
Southwestern Sheep Co. v. Thompson, (5 Ga. App. 211)....	2050
Southwestern State Normal School, <i>In re</i> , (213 Pa. 244).....	3143, 3144, 3236
Southwestern Teleg., etc. Co. v. Dallas, (104 Tex. 114).....	784
Southwestern Tel. & Tel. Co. v. Dallas, (Tex. 131 S. W. 80), 1509, 3705, 3706, 3723, 3725	3725
Southwestern Tel. & Tel. Co. v. Murphy, (140 S. W. 720).....	3577, 3578, 3590, 3786
Southwestern Teleg. & Tel. Co. v. Myane, (86 Ark. 548).....	1409
Southwestern Tel. & Tel. Co. v. San Antonio, (32 Tex. Civ. App. 101).....	4993, 5028
Southwestern Tel. & Tel. Co. v. Smithdeal, (103 Tex. 128).....	3642, 3644, 3649, 3653
Southworth v. Flanders, (83 La. Ann. 190).....	1176
Southworth v. Palmyra & J. R. R., (2 Mich. 287).....	1306
Southworth, <i>In re</i> , (5 Hun N. Y. 55).....	4318, 4319
Southworth v. Glasgow, (232 Mo. 108).....	3023, 4655, 4656, 4673, 4737
Southworth v. Shea, (131 Ala. 419).....	5763
Soutier v. Kellerman, (18 Mo. 509).....	819
Sowadzki v. Salt Lake, (36 Utah 127).....	2976, 3198, 3268, 3344
Sower v. Philadelphia, (35 Pa. St. 231).....	1395, 4045
Sowers v. Cincinnati, etc. R. Co. (162 Ind. 676).....	3970
Sowles v. St. Albans, (71 Vt. 418).....	592, 4431
Sowles v. Soule, (59 Vt. 131)....	5201
Spader v. New York El. R. Co., (8 Abb. N. C. N. Y. 467).....	2937
Spades v. Phillips, (9 Ind. App. 487).....	4433
Spain, <i>In re</i> , (47 Fed. 208).....	1671, 1677
Spalding v. Denver, (33 Colo. 172).....	4445, 4461, 4501, 4522
Spalding v. Forsee, (109 Mo. App. 675).....	4161
Spalding v. Jefferson, (27 La. Ann. 159).....	5390
Spalding v. Macomb, etc. R. Co., (225 Ill. 585).....	3200
Spalding Lumber Co. v. Brown, (171 Ill. 487).....	4201, 4202, 4208, 4209
Spangler v. Cleveland, (35 Ohio St. 469).....	4446, 4447, 4467
Spangler v. Jacoby, (14 Ill. 297).....	1337, 1364, 1367
Spangler v. San Francisco, (84 Cal. 12).....	5533, 5542, 5544
Sparhawk v. Salem, (1 Allen, Mass. 30).....	5664
Sparks, <i>Ex parte</i> , (120 Cal. 395).....	2288, 2290
Sparks v. Barber Asphalt Pav. Co., (129 Ky. 769).....	4352, 4424, 4425
Sparks v. Jasper, (213 Mo. 218).....	2773
Sparks v. Stokes, (40 N. J. L. 487).....	2441
Sparks v. Villa Rose Land Co. (99 Mo. App. 439).....	4157, 4158, 4160, 4161
Sparks Mfg. v. Newton, (60 N. J. Eq. 399).....	2469, 3041, 5559
Sparland v. Barnes, (98 Ill. 595).....	4984
Sparling v. Dwenger, (60 Ind. 72).....	3898
Sparr v. St. Louis, (4 Mo. App. 573).....	5433, 5682
Sparta v. Boorum, (129 Mich. 555).....	2331
Sparta v. Lewis, (91 Tenn. 370).....	2384
Spaulding v. Andover, (54 N. H. 38).....	510
Spaulding v. Arnold, (6 N. Y. S. 336).....	4583
Spaulding v. Baxter, (25 Ind. App. 485).....	3079, 4031, 4343, 4344, 4517
Spaulding v. Brady, (128 Mo. 563).....	430, 496
Spaulding v. Lowell, (23 Pick. Mass. 71).....	231, 719, 781, 785, 792, 818, 827, 860, 2131, 2132, 2139, 2478, 3838, 4595, 4966
Spaulding v. North San Francisco Homestead & Railroad Assn., (87 Cal. 40).....	4135, 4307
Spaulding v. Peabody, (153 Mass. 129).....	3809, 3873, 3892
Spaulding v. Wesson, (84 Cal. 141).....	3990
Spaulding v. Wesson, (115 Cal. 441).....	3958, 4503, 4505
Speakership of the House of Representatives, <i>In re</i> , (15 Colo. 520).....	939, 1235
Spear v. Perth Amboy, (38 N. J. L. 425).....	4432
Spear v. Robinson, (29 Me. 531).....	995, 1277
Spearman v. Texarkana, (58 Ark. 348).....	1107, 2753
Spears v. Modoc, (101 Cal. 303)....	1791
Spears v. New York, (72 N. Y. 442).....	839
Spears v. Osyka, (92 Miss. 790).....	2421
Spease Ferry, <i>In re</i> , (138 N. C. 219).....	894
Specht v. Barber Asphalt Pav. Co., (26 Ky. L. Rep. 193).....	4413
Specht v. Central Pass. Ry. Co., (76 N. J. L. 631).....	3426, 3435, 3769
Specht v. Detroit, (20 Mich. 168).....	3978
Specht v. Louisville, (22 Ky. L. Rep. 699).....	1497, 5002
Specht v. Louisville Water Co., (117 Ky. 414).....	3692
Spect v. Arnold, (52 Cal. 455).....	1752
Speed's Estate, <i>In re</i> , (216 Ill. 23).....	1633
Speed v. Brown, (10 B. Mon. Ky. 108).....	5226
Speed v. Cocke, (57 Ala. 209).....	4975, 5263, 5283
Speed v. Crawford, (3 Met. Ky. 207).....	975, 1004, 1069
Speed v. Detroit, (97 Mich. 198).....	1010, 1021, 1039, 1206

TABLE OF CASES.

6107

(References are to Pages.)

Speed v. Detroit, (98 Mich. 360) 1207, 1219, 5221, 5222	Spitzer v. Fulton, (68 N. Y. S. 660) 4669
Speed v. Detroit, (100 Mich. 92) 422, 1163	Spitzer v. Runyan, (113 Ia. 619) 2525, 2986, 2991
Speed & Worthington v. Crawford, (8 Met. Ky. 207) ... 414, 416	Spokane v. Browne, (8 Wash. 317) 1651, 4100, 4346, 4347
Speer v. Athens, (85 Ga. 49) 4336, 4543	Spokane v. Griffith, (49 Wash. 293) 1832, 1843
Speer v. Kearney, (88 Fed. 749) 343, 4757, 4935	Spokane v. Macho, (51 Wash. 322) 1577, 1601
Speer v. Passaic, (38 N. J. L. 168) 4429	Spokane v. Patterson, (46 Wash. 93) 1756, 2086
Speer v. Pittsburg, (166 Pa. St. 86) 3997	Spokane v. Robison, (6 Wash. 547).1945, 1948, 2312, 2318, 2347, 2401
Speer v. School Directors, (50 Pa. St. 150) 807	Spokane v. Williams, (6 Wash. 376) 1797
Speir v. Brooklyn, (139 N. Y. 6) 2911, 5420, 5450, 5452, 5484, 5641	Spokane Falls v. Browne, (3 Wash. 84) 4338, 4381
Speir v. Utrecht, (121 N. Y. 420) 2814, 3254	Spokane & I. Lumber Co. v. Boyd, (28 Wash. 90) 4216
Spelman v. Portage, (41 Wis. 144) 5555	Spokane & L. Lumber Co. v. Loy, (21 Wash. 501) 4214
Spence v. Ham, (163 N. Y. 220)... 4145	Spokane St. R. Co. v. Spokane Falls, (6 Wash. 521) 2001, 3503, 3507, 3567, 3777
Spencer v. Andrews, (82 Ia. 14) 1993, 2845, 2929	Spokane St. R. Co. v. Spokane, (5 Wash. 634) 3530, 3968
Spencer v. Arlington, (49 Wash. 121) 3287	Spokane Traction Co. v. Granath, (42 Wash. 506) 4268, 4275
Spencer v. Champion, (9 Conn. 536) 1057	Sponogle v. Curnow, (136 Cal. 580) 1230
Spencer v. Clarkesville, (129 Ga. 627) 4856	Spooner v. Holmes, (102 Mass. 503) 4803
Spencer v. Cline, (28 Ind. 51).... 2294	Sprague v. Coenen, (30 Wis. 209) 820, 2460
Spencer v. Mahon, (75 S. C. 232) 2918	Sprague v. Cornish, (59 N. H. 161) 2569
Spencer v. Mayfield, (43 Ind. App. 134) 5709, 5716	Sprague v. Linwood, (7 Ohio Dec. 123) 4345
Spencer v. Merchant, (100 N. Y. 585) 4458	Sprague v. Minon, (202 Mass. 467) 3180
Spencer v. Merchant, (125 U. S. 345) 1612, 4331	Sprague v. Norway, (31 Cal. 173) 921
Spencer v. Metropolitan Street R. Co., (120 Mo. 154) 3622	Sprague v. Rochester, (34 N. Y. S. 1126) 5722
Spencer v. Palestine, (54 Tex. Civ. App. 392) 3508	Sprague v. Rochester, (159 N. Y. 20) 5724
Spencer v. Peterson, (41 Ore. 257) 3263, 3271, 3339	Sprague v. Tripp, (13 R. I. 38).. 5395
Spencer v. Territory, (5 Okla. 216) 4705	Sprague v. Worcester, (13 Gray Mass. 193) 5552, 5555
Spencer v. Whiting, (68 Ia. 678) 2254	Sprayberry v. Atlanta, (87 Ga. 123) 2209
Spengler v. Trowbridge, (62 Mass. 46) 882, 883, 3894	Sprigg v. Garrett Park, (89 Md. 406) 1586, 1960
Spero v. Shultz, (14 App. Div. 423) 867	Spring v. Hyde Park, (137 Mass. 554) 1936
Sperry v. Albina, (17 Ore. 481)... 4294	Spring v. Olney, (78 Ill. 101) 4962, 4984
Sperry v. Flygare, (80 Minn. 325) 4350	Spring v. Pittsburg, (204 Pa. 530) 3218
Sperry & Hutchinson Co. v. Mel- ton, (W. Va. 71 S. E. 19)..... 2255	Spring Brook Water Co. v. Pitt- ston, (203 Pa. 223) 3680
Spidell v. Johnson, (128 Ind. 235) 4797	Spring City v. Montgomery, etc. R. Co., (35 Pa. Super. Ct. 533) 3458, 3511
Spiegel v. Gansburg, (44 Ind. 418) 1721, 3007, 4004, 4301	Spring Garden Bank v. Hurlings Lumber Co., (32 W. Va. 357).. 3409
Spiegler v. Chicago, (216 Ill. 114) 2085, 2228, 2244	Spring Garden Com'rs v. Wistar, (9 Leg. Int. Pa. 102) 3990
Spier, <i>In re</i> , (3 N. Y. S. 438)..... 593	Spring Garden v. Wister, (18 Pa. St. 195) 3990
Spier v. Kalamazoo, (138 Mich. 652) 2716	Spring Lake v. Polak, (77 N. J. Eq. 557) 3214, 3278
Spies v. Illinois, (123 U. S. 131).. 1612	Spring Lake v. Polak, (N. J. 75 Atl. 753) 3286
Spillane v. Fitchburg, (177 Mass. 87) 5702	Spring Steel Fence & Wire Co. v. Anderson, (32 Ind. App. 138) 4471, 4472
Spiller v. Woburn, (12 Allen, Mass. 127) 2181, 5080	Spring Valley v. Bureau County, (115 Ill. 545) 5094
Spilman v. Parkersburg, (85 W. Va. 605)..4700, 4703, 4732, 4737, 5357	
Spires v. Los Angeles, (150 Cal. 64) 2539, 3333	
Spitler v. Young, (63 Mo. 42) 1432, 1553, 2050, 2053, 2054, 2410, 2411	
Spitzer v. Blanchard, (82 Mich. 234) 2741, 4650, 4909	

(References are to Pages.)

Spring Valley v. Franckey, (150 Ill. App. 425)	5147	Springfield v. Mills, (99 Mo. App. 141)	3923, 3924
Spring Valley v. Henning, (42 Ill. App. 159)	1737, 2385, 2399	Springfield v. People's Deposit Bank, (111 Ky. 105)	5022, 5027
Spring Valley v. Spring Valley Coal Co., (71 Ill. App. 432) ..	1860, 1865	Springfield v. Postal Telegraph Cable Co., (253 Ill. 346) ..	3456, 3559, 3560, 3562
Spring Valley Coal Co. v. People, (157 Ill. 543)	5023	Springfield v. Sala, (127 Ill. 359) ..	4072, 4371, 4460, 4463
Spring Valley Coal Co. v. Spring Valley, (65 Ill. App. 571) ..	5467, 5468	Springfield v. Scheevera, (21 Ill. App. 202)	5625
Spring Valley Water Works v. Ashbury, (52 Cal. 126)	5128	Springfield v. Schmook, (120 Mo. App. 41)	4156, 4500
Spring Valley Water-Works v. Bartlett, (16 Fed. 615)	990	Springfield v. Smith, (138 Mo. 645)	2191, 3552, 3555
Spring Valley Waterworks v. Bartlett, (8 Sawyer 555) ..	1531, 1535	Springfield v. Spence, (39 Ohio St. 665)	3038
Spring Valley Waterworks v. Bryant, (52 Cal. 132)	1904	Springfield v. Springfield St. R. Co., (182 Mass. 41)	542, 3523
Spring Valley Waterworks v. San Francisco, (165 Fed. 667) ..	3726, 3729, 3730, 3736, 3738, 3742, 3743, 3745, 3748, 3749, 3751, 3755, 3762, 3763, 3767, 3768	Springfield v. Starke, (93 Mo. App. 70)	1547, 1574, 2159, 2426, 2428, 5018
Spring Valley Waterworks v. San Francisco, (192 Fed. 137) ..	3727, 3728, 3729, 3730, 3731, 3733, 3735, 3736, 3738, 3740, 3741, 3744, 3745, 3750, 3753, 3754, 3755, 3757, 3758, 3759, 3760, 3763, 3768	Springfield v. Tomlinson, (79 Ill. App. 399)	5624
Spring Valley Waterworks v. San Francisco, (52 Cal. 111) ..	8575, 5222	Springfield v. Walker, (42 Ohio St. 543)	265, 812, 5152
Spring Valley Waterworks v. San Francisco, (82 Cal. 286) ..	1428, 1722, 3537, 3692, 3694, 3725	Springfield v. Weaver, (137 Mo. 650)	2677, 2685, 3945, 3950, 4044, 4059, 4065, 4098, 4099, 4364, 4553
Spring Valley Waterworks Co. v. San Francisco, (124 Fed. 574) ..	3747, 3751	Springfield v. Whitlock, (34 Mo. App. 642)	3915
Spring Valley Waterworks v. Schottler, (110 U. S. 347)	3701	Springfield Fire & Marine Ins. Co. v. Graves County Water & L. Co., (120 Ky. 40)	3597
Spring Water Co. v. Monroe, (55 Wash. 195)	660	Springfield Fire & Marine Ins. Co. v. Keeseville, (148 N. Y. 46)	205, 206, 5405, 5520
Springer v. Avondale, (35 Ohio St. 620)	4448	Springfield Milling Co. v. Lane Co., (5 Ore. 265)	2622, 2754
Springer v. Chicago, (135 Ill. 552)	4267	Springfield R. Co. v. Springfield, (85 Mo. 674)	519, 1631, 1705, 2087, 3519, 3532, 5192
Springer v. Clay, (35 Ia. 241) ..	578, 580	Springfield Safe-Deposit & Trust Co. v. Attica, (85 Fed. 387) ..	4915
Springer v. Philadelphia, (Pa. 12 Atl. 490)	5737	Springfield Water Co. v. Darby, (199 Pa. St. 400)	3528
Springer v. Walters, (37 Ill. App. 326)	3059	Springmyer v. State, (1 Ohio Cir. Ct. R. 501)	3059
Springer v. Walters, (139 Ill. 419)	3063	Springport v. Teutonia Savings Bank, (84 N. Y. 403)	4354
Springfield v. Baker, (56 Mo. App. 637)	4834	Springport v. Teutonia Savings Bank, (75 N. Y. 397)	4873, 4874
Springfield v. Burns, (51 Ill. App. 595)	5620	Springtown Borough, <i>In re</i> , (17 Pa. Co. Ct. Rep. 529)	337
Springfield v. Connecticut River R. Co., (4 Cush. Mass. 63)	1998	Springville v. Fullmer, (7 Utah 450)	3850, 3862, 3893
Springfield v. Edwards, (84 Ill. 626)	1713, 4699, 4702, 4703, 4704, 4708, 4714, 4728, 5557	Springwells v. Wayne County, (58 Mich. 240)	661
Springfield v. Ford, (40 Mo. App. 586)	2273, 2326, 2328, 2329	Sproul v. Stockton, (78 N. J. L. 158)	1982, 2863, 2865, 2867, 4046
Springfield v. Gay, (12 Allen, Mass. 612)	4405, 4458	Spry Lumber Co. v. Sault Savings Bank, (77 Mich. 199)	1894
Springfield v. Green, (120 Ill. 269)	4052, 4409, 4411, 4413, 4459, 4469	Spurrier v. Bland, (20 Ky. L. Rep. 1340)	3259, 3263
Springfield v. Hubbel, (89 Mo. App. 379)	2264	Spuyten Duyvil Road, <i>In re</i> , (116 N. Y. S. 857)	4270
Springfield v. Jacobs, (101 Mo. App. 339)	2231	Sowadski v. Salt Lake County, (36 Utah 127)	3340
Springfield v. Knott, (49 Mo. App. 612)	1393, 1395, 4047, 4486	Squler v. Cincinnati, (5 Ohio Cir. Ct. R. 400)	1649
Springfield v. Le Claire, (49 Ill. 476)	5491, 5588	Squlers v. Neenah, (24 Wis. 588) ..	1173
Springfield v. Mathus, (124 Ill. 88)	4073	Squire v. Cartwright, (22 N. Y. S. 899)	4341, 4343, 4375, 4466
		Squire, <i>In re</i> , (125 N. Y. 131)	4277
		Squire v. Cartwright, (67 Hun. N. Y. 218)	2733, 2735
		Squires v. Chillicothe, (89 Mo. 226)	5732

TABLE OF CASES.

6109

(References are to Pages.)

Squire v. Preston, (31 N. Y. S. 174)	4134, 5121
S. R. Fowler & Son v. Atlantic Coast Line R. Co., (147 N. C. 491)	2064
Stabler v. Alexandria, (42 Fed. 490)	5183
Stack, <i>In re</i> , (3 N. Y. S. 231)....	4250
Stack v. East St. Louis, (85 Ill. 377)	1617, 1980, 2859, 4245
Stackhouse v. Lafayette, (23 Ind. 17)	5412, 5414, 5430, 5556
Stackhouse v. Vendig, (166 Pa. 582)	5744
Stacy v. Glen Ellyn Hotel & Springs Co., (223 Ill. 546)	3221
Stadelmann v. New York, (110 N. Y. S. 682)	5626, 5691
Stadler v. Detroit, (13 Mich. 346)	973, 1128, 1193, 1207, 1417
Stadler v. Fahey, (87 Ill. App. 411)	1712, 1738, 5345
Stadler v. Roth, (59 Mo. 400)	1379, 1381, 4486, 4487
Staff, <i>In re</i> , (63 Wis. 285)	2376
Staffon v. Lyon, (104 Mich. 249)	4209
Stafford v. Bolton, (1 Bos. & Pul. 40)	573
Stafford v. Chippewa Valley Electric R. Co., (110 Wis. 331)	1538, 1734, 3479
Stafford v. Dover, (61 N. H. 617)	5123
Stafford v. Oskaloosa, (57 Ia. 748)	5680
Stafford v. Oskaloosa, (64 Ia. 251)	5620, 5679
Stahle v. Poth, (220 Pa. 335)....	2886
Stainback v. Meridian, (79 Miss. 447)	5749
Stainsby v. Newark, (49 N. J. L. 175)	1209
Staldter v. Huntington, (153 Ind. 354)	5487, 5494
Staley v. New York, (56 N. Y. S. 237)	5702
Stallard v. Cushing, (76 Cal. 472)	3281
Stallcup v. Tacoma, (13 Wash. 141)	4874, 5373
Stamper v. Temple, (6 Humph. Tenn. 113)	365
Stamford v. Fisher, (140 N. Y. 187)	1985
Stamford v. Stamford H. R. Co., (56 Conn. 381)	2004
Stamford v. Studwell, (60 Conn. 85)	2067, 2069
Stamford Sewerage Co. v. Austin, (Tex. 143 S. W. 649)	5543
Stamps v. Burk, (83 Ark. 351)	2189, 2226
Stanberry v. Jordan, (145 Mo. 371)	4984
Stanchfield v. Newton, (142 Mass. 110)	3050, 5554
Standard v. Burtis, (46 Hun. N. Y. 82)	5148, 5320
Standard v. Industry, (55 Ill. App. 523)	1448, 1515, 1518, 1520
Standard Bag & Paper Co. v. Cleveland, (25 Ohio Cir. Ct. R. 830)	5567
Standard Oil Co. v. Danville, (199 Ill. 50)	1587, 2083, 2084, 2356
Standard Oil Co. v. Fredericksburg, (105 Va. 82)	1670, 4962
Standard Underground Cable Co. v. Attorney General, (46 N. J. Eq. 270)	2221
Standeford v. Wingate, (63 Ky. 2 Duv. 440)	1054, 1073
Standiford, <i>In re</i> , (5 Mackey, 16 D. C. 549)	1291, 1504
Stanfield v. State, (83 Tex. 317)	1053
Stanton v. Springfield, (12 Allen 566)	5684, 5694
Stanwood v. Malden, (157 Mass. 17)	2998
Stanfill v. County Revenue Court, (80 Ala. 287)	423
Stanford v. San Francisco, (111 Cal. 198)	5577, 5578
Stange v. Dubuque, (62 Ia. 303)	478, 774, 3392
Stange v. Hill, etc. St. R. Co., (54 Ia. 669)	3320
Stanislaus County v. San Joaquin C. & I. Co., (192 U. S. 201)	3713, 3727
Stanke v. St. Paul, (71 Minn. 51)	5736
Stanley v. Davenport, (54 Ia. 463) ..	3398, 5440, 5450, 5635, 5639
Stanley v. Union Depot R. Co., (114 Mo. 606)	5768
Stanley-Taylor Co. v. San Francisco, (135 Cal. 486)	2706
Stanly v. Snuggs, (121 N. C. 394)	4607, 4879
Stanly County v. W. N. Coler & Co., (190 U. S. 437)	4809, 4877, 4910
Stanton v. Board of Supervisors, (191 N. Y. 428)	483
Stanton v. Chicago, (154 Ill. 23)	4064, 4065, 4072, 4437
Stanton v. Parkersburg, (66 W. Va. 393)	5597, 5704
Staples v. Bridgeport, (75 Conn. 509)	1347, 3397, 4096
Staples v. Dickson, (88 Me. 362)	1991
Staples v. Plymouth County, (62 Ia. 364)	1985
Staples v. Somerville, (176 Mass. 237)	2555
Starin v. Genoa, (23 N. Y. 439)	4613, 4802, 4835, 4852, 4861, 4906
Starin v. New York City, (42 Hun. N. Y. 549)	5336
Stark v. Boston, (180 Mass. 293)	4379, 4383, 4522
Stark v. Miller, (3 Mo. 470)	507
Starkey v. Minneapolis, (19 Minn. 203)	2615, 2691, 3906, 4108, 4110
Starks v. State, (38 Tex. Crim. Rep. 233)	1843
Starkweather v. Brown, (25 R. I. 176)	720
Starling v. Bedford, (94 Ia. 194)	5581
Starling v. Hopkinsville, (12 Ky. L. Rep. 558)	3931, 4343
Starr v. Atlanta, (124 Ga. 78)	2384, 2385
Starr v. Burlington, (45 Ia. 87)	1393, 1516, 1649, 4044, 4513, 4515
Starr v. Rochester, (6 Wend. N. Y. 564)	2425, 4320, 5210
Starr Street, <i>In re</i> , (131 N. Y. S. 71)	3285, 3288
State v. Abin, (50 Mo. 419)	1202
State v. Able, (65 Mo. 357)	1588, 1923
State v. Acuff, (6 Mo. 54)	1741
State v. Adams, (44 Mo. 570)	1770
State v. Adams, (108 Mo. 208)	2327
State v. Adams, (161 Mo. 349)	5256, 5301, 5308
State v. Adams, (172 Mo. 1) ..	1117

(References are to Pages.)

State v. Adams, (46 La. Ann. 830)	1217	State v. Ashley, (1 Ark. 279) 5234, 5235, 5236, 5250	
State v. Addington, (77 Mo. 110) 1609, 1894, 2135		State v. Askins, (33 La. Ann. 1253)	2376
State v. Addis, (59 Kan. 762) 5020		State v. Associated Press, (159 Mo. 410) 252, 5272, 5302, 5309	
State v. Addison, (78 Kan. 172) 1007		State v. Atchison, etc. R. Co., (176 Mo. 687) 5239, 5241, 5250, 5256	
State v. Aetna Life Ins. Co., (117 Ind. 251) 4494, 4495, 4535		State v. Atherton, (16 N. H. 203) 3280, 3283, 3285, 3286, 3290	
State v. Aetna Ins. Co., (150 Mo. 113)	5238, 5259	State v. Atkin, (64 Kan. 174) ..	2181
State v. Agee, (83 Ala. 110) 1669, 1676		State v. Atkinson, (24 Vt. 448) 2935	
State v. Aiken, (42 S. C. 222) 879		State v. Atkinson, (107 N. C. 317)	4984
State v. Aitkin, (62 Neb. 428)	5027	State v. Atlantic City, (34 N. J. L. 99)	852, 1830
State v. Alabama City etc. R. Co., (Ala. 55 So. 176)	3547	State v. Atlantic City, (N. J. 1899, 44 Atl. 651)	2652
State v. Albright, (20 N. J. L. 644)	1535	State v. Atlantic City, (52 N. J. L. 332)	1047
State v. Albright, (11 N. D. 22) 5280, 5281, 5282, 5283		State v. Atlantic City, (63 N. J. L. 637)	1009
State v. Alder, (87 Wis. 554) 420		State v. Atlantic City Board of Education, (64 N. J. L. 59) ..	5270
State v. Alexander, (107 Ia. 177) 1019, 1022, 1026, 1293, 1311, 1313, 1314, 1376		State v. Auditor, (35 Mo. 146) ..	5278
State v. Allen, (21 Ind. 516)	1078	State v. Auditor, (43 Ohio St. 311)	2483
State v. Allen, (178 Mo. 555) 1403, 1510, 3115, 3815, 3843, 4007, 4046, 4622, 4655, 4667, 4673, 4968		State v. Augustine, (113 Mo. 21) 5237	
State v. Allen, (183 Mo. 283) 4007, 4621, 4648, 4692		State v. Austin, (114 N. C. 885) 1422, 2121	
State v. Allen, (186 Mo. 673) 4665, 5264		State v. Ayers, (116 Mo. App. 90)	5206
State v. Allison, (155 Mo. 325) 5307		State v. Babcock, (19 Neb. 223) 4806, 4829	
State v. Aloe, (152 Mo. 466) 1026, 1281		State v. Babcock, (20 Neb. 522) 4655, 4832	
State v. Alt, (26 Mo. App. 673) 1062, 1231, 1285, 5255		State v. Babcock, (22 Neb. 614) 4814	
State v. Ames, (31 Minn. 440) 4642, 5268, 5282		State v. Babcock, (23 Neb. 179) 4818	
State v. Anaconda, (41 Mont. 577)	5050, 5053	State v. Babcock, (24 Neb. 640) 4831	
State v. Anderson, (26 Fla. 240) 1451, 1742, 5251		State v. Babcock, (25 Neb. 278) 4814	
State v. Anderson, (63 Minn. 208)	1551	State v. Babcock, (25 Neb. 500) 4655	
State v. Anderson, (84 Mo. 524) 2431		State v. Babcock, (25 Neb. 709) 274, 314, 318, 353	
State v. Anderson, (86 Mo. 309) 5218		State v. Back, (72 Neb. 402) 5027, 5030	
State v. Anderson, (1 N. J. L. Coxe. 318)	1046	State v. Bacon, (107 Mo. 627) 5302	
State v. Anderson, (44 Ohio St. 247)	450, 466, 475	State v. Bacon, (40 Vt. 456) 2342, 2397	
State v. Anderson, (45 Ohio St. 196)	943, 1813	State v. Bacon Club, (44 Mo. App. 86)	5259
State v. Anderson, (57 Ohio St. 429)	938, 939, 5244	State v. Bader, (56 Ohio St. 718) 5346	
State v. Anderson, (8 Baxt. Tenn. 249)	4868	State v. Badger, (90 Mo. App. 183) .. 965, 988, 1020, 1051, 1290, 1360, 1371	
State v. Anderson, (90 Wis. 550) 3362, 3477		State v. Baggott, (96 Mo. 63) 5309, 5310	
State v. Anderson, (97 Wis. 114) 3477		State v. Bailey, (16 Ind. 46) 5235	
State v. Andrews, (20 Tex. 230) 1794		State v. Bailey, (37 Ohio St. 98) ..	1059
State v. Andrews, (27 Mo. 267) 2273		State v. Baird, (79 Tex. 63) 630, 633	
State v. Andrus, (11 Neb. 523) 2275		State v. Baker, (44 La. Ann. 79) 2328, 2345	
State v. Angelo, (71 N. H. 224) 2230		State v. Baker, (32 Mo. App. 98)	1550, 1767, 2209, 2237
State v. Appleby, (35 S. C. 100) 5132, 5270		State v. Baker, (71 Mo. 475)	2397
State v. Applegarth, (31 Md. 293) 1667, 2225, 2283		State v. Baker, (74 Mo. 394) ..	2326
State v. Archibald, (5 N. D. 359) 1332		State v. Baker, (170 Mo. 382) ..	5215
State v. Armeno, (29 R. I. 431) 2191		State v. Baker, (55 Ohio St. 1) 317	
State v. Armstrong, (54 Minn. 457)	1294, 1499, 4045, 4061	State v. Baker, (50 Ore. 381) ..	2119
State v. Armstrong, (3 Sneed Tenn. 634)	325, 327	State v. Baker, (38 Wis. 71) 2324, 5236	
State v. Arnold, (38 Ind. 41) 5172		State v. Balcom, (71 App. 27) ..	5240
State v. Arrington, (101 N. C. 109)	1194	State v. Baldwin, (45 Conn. 134) 1792	
State v. Ashland, (71 Wis. 502) 4533		State v. Baldwin, (109 Mo. App. 573)	5294
		State v. Baldwin, (77 Ohio St. 532)	1243
		State v. Ballard, (10 Wash. 4) 1079, 1242	
		State v. Bangor, (30 Me. 341) 5232	

TABLE OF CASES.

6111

(References are to Pages.)

State v. Bank of Missouri, (45 Mo. 528)	1176, 2571
State v. Barbelais, (101 Me. 512)	1985, 2918
State v. Barber, (4 Wyo. 56)	5289
State v. Barbour, (53 Conn. 76)	1021, 1335, 1350
State v. Barge, (82 Minn. 256)	2119
State v. Barker, (116 Ia. 96)	86, 150, 232, 286, 385, 396, 422, 513, 559, 722, 723
State v. Barker, (18 Va. 195) ..	2332
State v. Barksdale, (5 Hump. 24 Tenn. 154)	1203, 5232
State v. Barlow, (48 Mo. 17)	3973, 4060
State v. Barnes, (51 Kan. 688)	1039
State v. Barnes, (3 N. D. 319)	929
State v. Barnes, (22 Okla. 191)	8371
State v. Barnett, (46 N. J. L. 62)	1396
State v. Barrett, (22 Ohio Cir. Ct. Rep. 104)	1241
State v. Barthe, (41 La. Ann. 46)	2143
State v. Bartlett, (147 Mo. App. 133)	5084
State v. Baton Rouge, (40 La. Ann. 209)	1554
State v. Bayer, (34 Utah. 257) ..	2145
State v. Bayonne, (30 N. J. L. 476)	988
State v. Bayonne, (35 N. J. L. 335)	1393, 1396, 3960
State v. Bayonne, (52 N. J. L. 503)	3280, 4473
State v. Bayonne, (53 N. J. L. 299)	4380
State v. Bayonne, 54 N. J. L. 125)	669, 671, 1306, 1723
State v. Bayonne, (54 N. J. L. 293) 3694, 3695, 3993, 3996, 3997, 3998, 3999	
State v. Bayonne, (54 N. J. L. 474)	4047
State v. Bayonne, (55 N. J. L. 102)	4447
State v. Bayonne, (56 N. J. L. 268)	1329
State v. Bayonne, (56 N. J. L. 463)	4055
State v. Bayonne, (74 N. J. L. 135)	1253
State v. Beacom, (66 Ohio St. 491)	473
State v. Beale, (90 Mo. App. 341)	5309
State v. Bean, (21 Mo. 267)	2107
State v. Bean, (91 N. C. 554)	1544, 2198, 2203, 2403
State v. Beardsley, (13 Utah. 502)	1054, 1053
State v. Beattie, (16 Mo. App. 131) 849, 1577, 1589, 1951, 2217	
State v. Beaufort, (39 S. C. 5)	4962, 4973, 4983, 5012
State v. Bechel, (22 Neb. 158) ..	3430
State v. Becker, (3 S. D. 29)	961, 1400
State v. Beechner, (160 Mo. 78)	5255
State v. Bell, (116 Ind. 1)	1074
State v. Bell, (169 Ind. 61)	924
State v. Bell, (119 Mo. 70)	483, 733, 1779, 5274, 5294
State v. Bell, (34 Ohio St. 194)	849, 3404, 3443
State v. Bell, (119 Mo. 70)	986
State v. Bell, (91 Wis. 271)	5025
State v. Bellflower, (129 Mo. App. 138)	362, 365
State v. Beloit, (21 Wis. 280) ..	5305
State v. Bemis, (45 Neb. 724) ..	1320
State v. Beneke, (9 Ia. 203)	2339, 2373
State v. Bennett, (29 Mich. 451)	337, 965
State v. Bennett, (102 Mo. 356)	483
State v. Bennett, (102 Mo. App. 247)	5214
State v. Bennett, (22 Neb. 470)	974, 980, 991
State v. Bennett, (19 Neb. 191)	2241, 2271
State v. Benson, (70 Ind. 481) ...	4776
State v. Benzenberg, (108 Wis. 435)	2259, 4032
State v. Berard, (40 La. Ann. 172)	2143
State v. Berdetta, (73 Ind. 185)	1991, 1993, 2002, 2873, 2912
State v. Berg, (76 Mo. 136)	5288
State v. Bergen, (33 N. J. L. 39)	1396, 1494, 1524, 3958
State v. Bergen, (33 N. J. L. 72)	4479
State v. Bergen, (46 N. J. Eq. 173)	1962
State v. Bergman, (6 Ore. 341)	1866
State v. Berkeley, (140 Mo. 184)	996, 1028, 5241, 5250, 5254, 5256
State v. Bermudez, (12 La. 352)	1649
State v. Bernard, (64 Mo. 260)	2107
State v. Berry, (13 Wash. 708) ..	343
State v. Berryman, (142 Mo. App. 373)	781, 786, 2118
State v. Bersch, (83 Mo. App. 657) 989, 1032, 1033, 2195, 5274, 5308	
Stone v. Bevans, (88 Minn. 127)	1107
State v. Beverly, (45 N. J. L. 288)	1486, 1737, 2272, 2297, 2302, 2314, 2319, 2400, 2438
State v. Beyers, (41 Mo. App. 503)	5304
State v. Bilby, (60 Kan. 130)	324, 330, 338, 586
State v. Bill, (13 Iren. N. C. 373)	2432, 2439
State v. Binder, (38 Mo. 450)	309, 769, 926, 959, 1297, 1806, 2273
State v. Bingham, (14 Ohio Cir. Ct. R. 245)	5243, 5248
State v. Binswanger, (122 Mo. App. 78)	310, 477
State v. Birch (186 Mo. 205)	363, 536, 640, 650, 656, 1576, 1732, 5244, 5247
State v. Bird, (108 Mo. App. 163)	5264
State v. Birkhauser, (37 Neb. 521)	2665, 2673, 3988
State v. Birmingham, (160 Ala. 196)	611, 637
State v. Birmingham Water-works Co., (164 Ala. 586) 3585, 3589	
State v. Bishop, (128 Mo. 373)	1602, 2394
State v. Bisping, (98 Neb. 100)	4631
State v. Bixman, (162 Mo. 21)	2204, 2238
State v. Blain, (36 Ohio St. 429)	5085
State v. Blake, (26 Wash. 237)	4745
State v. Blake, (86 Minn. 37)	4499
State v. Blanchard, (6 La. Ann. 515)	988, 991
State v. Bland, (144 Mo. 534)	1027, 1281
State v. Bland, (163 Mo. 1) 5206, 5216	
State v. Blaser, (36 La. Ann. 363)	2169
State v. Blauvet, (34 N. J. L. 261)	2439
State v. Blue Ridge, (113 Ga. 646)	340

(References are to Pages.)

State v. Blundell, (24 N. J. L. 402)	5029	State v. Boll, (59 Mo. 321)	1943, 1949
State v. Boal, (46 Mo. 528)	5241, 5250, 5254	State v. Bollam, (47 Ore. 639)	1698
State v. Board of Com'rs, (115 La. 684)	1718, 2705	State v. Bollinger, (48 Mo. 475)	5283
State v. Board of Education, (141 Mo. 45)	417, 527, 530, 5277	State v. Bolte, (151 Mo. 362)	1289, 5274, 5278
State v. Board of Education, (54 N. J. L. 313)	984, 5076	State v. Bonell, (42 La. Ann. 1110)	1543, 1556, 1564
State v. Board of Education, (6 Ohio N. P. 336)	2688	State v. Bonnell, (119 Ind. 494)	1550
State v. Board of Education, (7 Ohio Cir. Ct. R. 152)	5246	State v. Boody, (53 N. H. 610)	936, 943
State v. Board of Education, (13 Ohio Cir. Ct. R. 603)	2706	State v. Boogher, (71 Mo. 631)	1790, 1791
State v. Board of Education, (14 Ohio Cir. Ct. 15)	2691, 2694	State v. Boone, (50 Mo. 317)	433
State v. Board of Education, (27 Ohio St. 96)	4887	State v. Boone, (78 Neb. 271)	3145
State v. Board of Education, (35 Ohio St. 368)	280	State v. Born, (97 Wis. 542)	4779
State v. Board of Education, (24 Wis. 683)	2706, 2707, 5290	State v. Bornstein, (Me. 78 Atl. 281)	2213
State v. Board of Education, (63 Wis. 234)	5081	State v. Botkin, (71 Ia. 87)	2107
State v. Board of Equalization, (108 Mo. 235)	1046, 5213	State v. Bowen, (41 Mo. 217)	1202
State v. Board of Finance, etc. of Jersey City, (38 N. J. L. 259)	536	State v. Bowerman, (40 Mo. App. 576)	2450
State v. Board of Freeholders, (37 N. J. L. 254)	1112	State v. Bowers, (26 Ohio Cir. Ct. 326)	983, 1322, 4583, 4610, 4629
State v. Board of Health, (90 Mo. 169)	407	State v. Bowman, (45 Neb. 752)	5270
State v. Board of Health, (103 Mo. 22)	5275	State v. Boyd, (108 Mo. App. 518)	2320, 2322
State v. Board of Levee Com'rs, (109 La. 403)	260	State v. Boyd, (31 Neb. 682)	923
State v. Board of Liquidation of City Debt, (51 La. Ann. 1142)	4826	State v. Boyd, (196 Mo. 52)	1202
State v. Board of Liquidation of City Debt, (51 La. Ann. 1849)	4824	State v. Boyd, (34 Neb. 435)	5250, 5251
State v. Board of Metropolitan Police Com'rs, (170 Ind. 133)	1235	State v. Boyd, (49 Neb. 303)	5306
State v. Board of Park Com'rs, (100 Minn. 150)	515	State v. Boyd, (63 Neb. 829)	2203
State v. Board of Police Com'rs, (109 La. 369)	1248	State v. Boyd, (19 Nev. 43)	451, 466
State v. Board of Police Com'rs, (113 La. 424)	1246	State v. Boyden, (18 Ohio Cir. Ct. Rep. 282)	4758
State v. Board of Police Com'rs, (108 Mo. App. 98)	5304	State v. Bracco, (103 N. C. 349)	1675
State v. Board of Public Affairs, (2 Ohio Cir. Dec. 428)	2696	State v. Bradford, (79 Mo. App. 346)	2401
State v. Board of Public Service, (81 Ohio St. 218)	2684, 2685, 2701	State v. Bradford, (82 Vt. 50)	363
State v. Board of Public Works, (27 Minn. 442)	835, 4508, 4533	State v. Bradley, (134 Ala. 549)	5223
State v. Board of Public Works, (56 N. J. L. 431)	1318, 1458, 1531, 1727	State v. Brady, (42 Ohio St. 504)	1066
State v. Board of Public Works, (6 Ohio Dec. 769)	3061	State v. Branin, (23 N. J. L. 484)	1775
State v. Board of Trustees, (117 La. 1071)	1098	State v. Brassfield, (67 Mo. 331)	769, 931
State v. Board of Trustees, (117 La. 1071)	1098	State v. Brett, (16 Mont. 360)	4754
State v. Board of Trustees, etc. (121 Wis. 54)	1097, 1098	State v. Brewer, (59 Ala. 130)	1115
State v. Board of Trustees, etc. (123 Wis. 245)	1101	State v. Brewster, (42 N. J. L. 125)	4631
State v. Boardman, (93 Me. 73)	1583, 3927	State v. Brewster, (39 Ohio St. 653)	317, 431
State v. Bockstruck, (136 Mo. 335)	1484, 2338, 2376, 2397	State v. Brewster, (9 Ohio Dec. 357)	4988
State v. Bogard, (128 Ind. 480)	203, 1074	State v. Bridge Com'rs, (63 Conn. 91)	1718, 2704
State v. Bolin, (110 Mo. 209) ..	1200	State v. Bridges, (Okl. 1903, 94 Pac. 1065)	1064
		State v. Brigantine Borough, (54 N. J. L. 476)	4044, 4077
		State v. Bright, (38 La. Ann. 1)	1543, 1547
		State v. Bright, (224 Mo. 514)	5222
		State v. Brill, (58 Minn. 152)	4402
		State v. Bringler, (42 La. Ann. 1095)	1556
		State v. Brinkerhoff, (66 Tex. 45)	1000, 1002, 1081
		State v. Bristol, (109 Tenn. 315)	4952, 4955
		State v. Bristow, (131 Ia. 664)	2145
		State v. Brittain, (89 N. C. 574)	1419, 1870
		State v. Brittin, (52 La. Ann. 94)	1115
		State v. Broatch, (68 Neb. 687)	413, 414, 5251, 5252
		State v. Bronson, (115 Mo. App. 271)	5301, 5303

TABLE OF CASES.

6113

(References are to Pages.)

State v. Bronson, (35 N. J. L. 468)	1536, 1709
State v. Brooks, (24 Del. 129)	5235, 5238, 5250, 5258
State v. Broome, (61 N. J. L. 115)	945
State v. Brown, (5 Harr. Del. 505)	2220
State v. Brown, (19 Fla. 563)	2276
State v. Brown, (50 Minn. 353)	5107
State v. Brown, (111 Minn. 80)	2541
State v. Brown, (57 Mo. App. 199)	987, 1205, 1214, 5101, 5301, 5306
State v. Brown, (72 Mo. App. 651)	5141
State v. Brown, (141 Mo. 21)	4636, 5141
State v. Brown, (146 Mo. 401)	1115, 1117
State v. Brown, (172 Mo. 874)	5270, 5276
State v. Brown, (27 N. J. L. 13)	2485
State v. Brown, (31 N. J. L. 355)	266
State v. Brown, (53 N. J. L. 162)	5009
State v. Brown, (109 N. C. 802)	1982, 2413
State v. Brown, (80 Ohio St. 499)	5243, 5258
State v. Brown, (3 Ohio Cir. Ct. Rep. 103)	5136
State v. Brown, (73 Vt. 410)	3270, 3350
State v. Bruce, (23 Wash. 777)	2250
State v. Bruckhauser, (38 Minn. 301)	1266, 2162
State v. Bruder, (35 Mo. App. 475)	2395
State v. Bruner, (17 Mo. App. 274)	2117
State v. Brunst, (36 Wis. 412)	564
State v. Brunswick, (30 N. J. L. 395)	1427
State v. Bryant, (90 Mo. 534)	1737, 1740
State v. Bryson, (44 Ohio St. 457)	912, 1292
State v. Buckles, (8 Ind. 282)	2553
State v. Buckner, (54 Mo. App. 452)	5300
State v. Buffalo, (3 Hill. N. Y. 434)	971, 1902, 2160
State v. Buford, (10 Mo. 703)	2538
State v. Buhler, (90 Mo. 560)	5264, 5277
State v. Bulkeley, (61 Conn. 287)	1057
State v. Burbridge, (24 Fla. 112)	921
State v. Burgoyne, (7 Lea, Tenn. 173)	1892
State v. Burkhardt, (69 Mo. 75)	5303
State v. Burkhardt, (87 Mo. 533)	5209, 5219
State v. Burlington, (36 Vt. 521)	5229, 5230
State v. Burnham, (16 N. H. 396)	2271
State v. Burns, (45 La. Ann. 34)	1421, 2165
State v. Burr, (85 Wash. 524)	5110
State v. Burt, (75 N. H. 64)	5086
State v. Burton, (45 Wis. 150)	3993
State v. Bury, (101 Minn. 424)	409, 733, 985, 1002, 5076, 5227
State v. Bus, (135 Mo. 325)	5238
State v. Buskirk, (43 Mo. 111)	2959
State v. Bussian, (111 Minn. 428)	762, 781, 786, 1294, 1498, 1787
State v. Butler, (17 Vt. 145)	2338

6 McQ.—49

State v. Butte, (42 Mont. 329)	975, 5053
State v. Butte City Water Co., (18 Mont. 199)	2579
State v. Butterfield Livestock Co., (17 Idaho 441)	2213
State v. Butts, (2 S. D. 577)	1934
State v. Byles, (Ark. 126 S. W. 94)	1602
State v. Byrne, (98 Wis. 16)	971, 1010
State v. Cadwalader, (36 N. J. L. 283)	1942
State v. Cahaba, (30 Ala. 66)	1730
State v. Cainan, (94 N. C. 530)	1562, 2102, 2319
State v. Caldwell, (3 La. Ann. 425)	1419
State v. C	1862
State v. C	2130
State v. C	1349
State v. C	5034
State v. C	3990
State v. C	1049
State v. Camp Sing, (18 Mont. 128)	2359
State v. Campbell, (25 La. Ann. 240)	1007
State v. Campbell, (30 Mo. App. 110)	1990
State v. Campbell, (120 Mo. 396)	322, 322, 335, 362, 5255
State v. Campbell, (64 N. H. 402)	2150
State v. Campbell, (7 S. D. 568)	4768
State v. Canal & C. R. Co., (60 La. Ann. 1189)	2102
State v. Cantleny, (34 Minn. 1)	1424, 1427, 1552, 1744, 2125, 2161, 2321
State v. Canterbury, (28 N. H. 195)	592, 595
State v. Cape Girardeau County Ct., (109 Mo. 248)	5304
State v. Cape Girardeau etc. L. Co., (74 Mo. App. 273)	438
State v. Cape Girardeau etc. R. Co., (48 Mo. 468)	1544
State v. Cape May, (63 N. J. L. 544)	1005
State v. Cape May, (66 N. J. L. 544)	1911
State v. Capital City Dairy Co., (62 Ohio St. 350)	1913
State v. Carey, (4 Wash. 424)	2376
State v. Carman, (63 La. 130)	2401
State v. Carnahan, (63 Mo. App. 244)	2327
State v. Carpenter, (60 Conn. 97)	1991
State v. Carpenter, (68 Wis. 155)	1176
State v. Carr, (129 Ind. 44)	1115, 1127
State v. Carr, (3 Mo. App. 6)	1502, 1507
State v. Carr, (67 Mo. 38)	363
State v. Carr, (5 N. H. 267)	1446
State v. Carreau, (45 La. Ann. 1446)	1692
State v. Carrigan, (29 N. J. L. 35)	1124
State v. Carroll, (33 Conn. 449)	999
State v. Carroll, (57 Wash. 202)	772
State v. Carson, (6 Wash. 250)	2221
State v. Carter, (129 N. C. 560)	

(References are to Pages.)

State v. Carver County Com'rs, (60 Minn. 510)	5294	State v. Cincinnati, (3 Ohio N. P. 127)	673, 677
State v. Caspare, (Md. 80 Atl. 606)	2255	State v. Cincinnati, (11 Ohio St. 544)	1009
State v. Castell, (22 La. Ann. 15) 411, 945		State v. Cincinnati Board of Ed- ucation, (27 Ohio Cir. Ct. R. 832)	2708
State v. Catlin, (84 Tex. 48) 1017, 1054, 1066		State v. Cincinnati Gaslight & Coke Co., (18 Ohio St. 262) 1425, 1532, 1645, 2788, 3369, 3413, 3420, 3701, 3706	
State v. Cavett, (78 Miss. 851) ..	990	State v. Cincinnati & H. El. St. R. Co., (19 Ohio Cir. Ct. Rep. 79)	3428
State v. Cass, (12 Neb. 54) ..	5294	State v. Circleville, (20 Ohio St. 362)	807
State v. Cauthorn, (40 Mo. App. 94)	5205, 5216	State v. Circuit Court, (97 Wis. 1)	1583
State v. Cederaski, (80 Conn. 478) 785, 799, 815, 1426, 1574		State v. Circuit Judge, (50 N. J. L. 585)	1873
State v. Central Union Tel. Co., (14 Ohio Cir. Ct. Rep. 273) ..	3490	State v. Citizens' Bank of Louisiana, (52 La. Ann. 1086) 2199, 2202	
State v. Centralia, (8 Wash. 659)	343	State v. Citizens' St. R. Co., (80 Neb. 357)	3475
State v. Chamber of Commerce, (20 Wis. 63)	1235, 1236	State v. Citizens' Tel. Co., (61 S. C. 83)	3781
State v. Chamberlin, (37 N. J. L. 388)	1748	State v. City Council, (1 Mill. Const. S. C. 36)	4995
State v. Chambers, (70 Mo. 625)	1760	State v. Clark, (116 Minn. 500)	5283
State v. Champlin, (16 R. I. 453)	1264	State v. Clark, (52 Mo. 508) 1027, 1125	
State v. Chaney, (36 Wash. 350)	2243	State v. Clark, (61 Mo. 263) ..	5141
State v. Chapman, (44 Conn. 595) 1310, 1311, 1351		State v. Clark, (170 Mo. 67)	5301
State v. Chariton Drainage Dist., (192 Mo. 517)	267, 5300	State v. Clark, (59 Neb. 702) ..	930
State v. Charles, (16 Minn. 474)	1866	State v. Clark, (75 Neb. 620) 5245, 5247	
State v. Charleston, (10 Rich. L. S. C. 491)	539, 874, 4965	State v. Clark, (28 N. H. 176) 2124, 2129, 2272	
State v. Charleston, (12 Rich. L. S. C. 480)	1422, 2287, 2291	State v. Clark County Court, (41 Mo. 44)	5208, 5209, 5217, 5219
State v. Charleston, (3 Speers S. C. 623)	1625, 1633, 2135, 2211, 2212	State v. Clarke, (69 Conn. 371) 2006, 2010, 2905	
State v. Charleston, (1 Mill's Const. Rep. S. C. 36)	1730	State v. Clarke, (54 Mo. 17) 309, 519, 781, 1573, 1745, 1804, 1806, 1872, 1873	
State v. Charleston Neck, (3 Hill. Law S. C. 149)	3334	State v. Clarke, (25 N. J. L. 54) 1804, 1807, 3915	
State v. Chase, (33 La. Ann. 287) 1564, 1865		State v. Clarke, (3 Nev. 566) 994, 1082	
State v. Chase, (42 Mo. App. 343)	5300	State v. Clausen, (44 Wash. 437) 1713, 5275	
State v. Cheetham, (20 Wash. 64)	5281	State v. Clay, (46 Mo. 231)	5283
State v. Cherry, (53 N. J. L. 117) 986, 1119		State v. Clay, (118 N. C. 1234) ..	1903
State v. Cheyenne, (7 Wyo. 417)	2120	State v. Clay Center, (76 Kan. 366)	4655, 5352
State v. Chicago, etc. Ry. Co., (Minn. 130 N. W. 545)	1966, 1973	State v. Clayton, (27 Kan. 432) ..	1077
State v. Chicago, etc. R. Co., (40 Minn. 267)	1692	State v. Clayton, (226 Mo. 292)	1609
State v. Chicago, etc. R. Co., (195 Mo. 228)	494, 733	State v. Clayton, (34 Mo. App. 563)	5310
State v. Chicago, etc. R. Co., (123 Wis. 449)	1762	State v. Clayton, (226 Mo. 292)	1609
State v. Choate, (11 Ohio 511)	1025	State v. Clesi, (44 La. Ann. 85) 2433, 2436, 2450	
State v. Churchman, (3 Penne- will, Del. 162)	410, 1023	State v. Cleveland, (15 Ohio Cir. Ct. 517)	1348, 1381, 1333
State v. Churchman, (Penne- will, Del. 361)	934	State v. Cleveland, (10 Ohio Dec. 571)	4641
State v. Cincinnati, (11 Ohio St. 544)	918	State v. Cleveland, (3 R. I. 117) 1544, 2011	
State v. Cincinnati, (20 Ohio St. 18)	303, 304, 447, 497, 603, 5247, 5248, 5249	State v. Cleveland Gaslight & Coke Co., (3 Ohio Cir. Ct. 251)	3706
State v. Cincinnati (23 Ohio St. 445)	5248, 5249	State v. Clevenger, (20 Mo. App. 626)	2431
State v. Cincinnati, (23 Ohio St. 445)	446	State v. Clifford, 45 La. Ann. 980)	1865
State v. Cincinnati, (52 Ohio St. 419)	600, 609, 677, 5248	State v. Clifford, (45 La. Ann. 980)	1865
State v. Cincinnati, (3 Ohio Dec. 48)	2691	State v. Clifford, (228 Mo. 194) 786, 800, 2034	
State v. Cincinnati, (8 Ohio Cir. Ct. Rep. 523)	1516, 1521		
State v. Cincinnati, (8 Ohio Cir. Dec. 689)	608, 610, 640, 641		

TABLE OF CASES.

6115

(References are to Pages.)

State v. Clifton, (152 N. C. 200)	1225	State v. County Court, (39 Mo. 521)	2223
State v. Clinton, (52 N. J. L. 229)	1861, 2202, 2206	State v. County Court, (50 Mo. 217)	421
State v. Clinton, (8 Ohio St. 220)	274	State v. County Court, (51 Mo. 82)	421, 2552
State v. Close, (35 Ia. 570)	1916	State v. County Court, (102 Mo. 521)	1422, 1609
State v. Cobb, (112 Mo. App. 150)	2212	State v. County Court, (122 Mo. 427)	1422
State v. Cockrem, (25 La. Ann. 256)	2506	State v. County Court, (66 Mo. App. 96)	5212
State v. Coffee, (59 Mo. 59)	302, 262, 5227, 5252, 5253	State v. County Court, (11 Wia. 50)	1720
State v. Cole, (51 N. J. L. 277)	280	State v. County Court, (25 W. Va. 522)	5221
State v. Coleman, (32 Mo. App. 470)	5221	State v. Court, (26 N. J. L. 72)	2277
State v. College View, (22 Neb. 222)	5247, 5252	State v. Court of Common Pleas, (36 N. J. L. 72)	422
State v. Collins, (16 R. I. 271)	2040	State v. Covington, (29 Ohio St. 102)	406, 412, 413, 414, 415, 454, 455, 446, 552, 1422
State v. Columbia, (111 Mo. 245)	4924, 4921, 5022	State v. Cowan, (29 Mo. 330)	1775, 1807, 1866, 1874, 1875, 1892
State v. Columbia, (6 Rich. Law S. C. 404)	1550, 1565, 1866, 1872, 2121, 2222, 2250	State v. Cowgill, etc. Milling Co., (154 Mo. 220)	1292, 2724, 2744, 2427, 5221
State v. Columbia, (12 S. C. 270)	4227, 4245, 4252, 4253, 4259	State v. Cox, (22 Mo. 566)	2254
State v. Columbia, (17 S. C. 20)	5221	State v. Coxena, (42 La. Ann. 1069)	1759
State v. Columbia, (27 S. C. 127)	527, 522	State v. Craig, (122 Ind. 54)	222, 922, 929
State v. Columbus Board of Public Service, (81 Ohio St. 212)	2620, 2622	State v. Craig, (80 Me. 25)	2200, 2221
State v. Commissioners, (27 Ohio St. 526)	4227	State v. Craig, (21 Ohio Cir. Ct. R. 12)	451, 5027
State v. Com'rs. of Halifax, (16 N. C. 245)	4252	State v. Craig, (69 Ohio St. 226)	1222
State v. Com'rs of Stearns, etc., (22 N. J. L. 190)	4472	State v. C	271
State v. Concordia, (78 Kan. 250)	5644, 5661, 5562, 5562	State v. C	a. 242
State v. Conkling, (19 Cal. 501)	1722	State v. C	o. 75
State v. Conlin, (27 Vt. 212)	2260, 2404	State v. C	416, 5274, 5224
State v. Conlon, (25 Conn. 472)	1520	State v. C	J. L. 294
State v. Connersville Natural Gas Co., (162 Ind. 522)	2422	State v. C	Kan. 726
State v. Consumers Gas Trust Co., (157 Ind. 245)	2572	State v. C	R. I. 222
State v. Continental Tobacco Co., (177 Mo. 1)	5222	State v.	a. Com'rs, 270
State v. Cook, (41 Mo. 522)	5222		2022, 2022
State v. Cook, (171 Mo. 242)	5277	State v. Crawford County Com'rs, (17 Ohio Cir. Ct. R. 715)	2676
State v. Cook, (174 Mo. 160)	5201	State v. Creech, (18 Wash. 156)	5220
State v. Cook, (42 Neb. 212)	4774, 4754, 4762, 4780, 5222	State v. Crenshaw, (94 N. C. 277)	1644, 1562, 2402
State v. Cooke, (24 Minn. 247)	1550	State v. Crescent Creamery Co., (22 Minn. 224)	2151
State v. Cooley, (56 Minn. 540)	466	State v. Crete, (22 Neb. 562)	1717
State v. Cooper, (101 N. C. 624)	575	State v. Crittenden, (164 Mo. 227)	5222
State v. Co-operative Store Co., (Tenn. 121 S. W. 267)	1615	State v. Croft, (24 Ark. 560)	1120
State v. Copeland, (92 Tenn. 226)	1172	State v. Crowley, (26 N. J. L. 425)	1245, 1249
State v. Corbett, (57 Minn. 245)	1672	State v. Crow Wing County Com'rs, (66 Minn. 519)	525, 622, 5247
State v. Corcoran, (202 Mo. 1)	420	State v. Crowley, (29 N. J. L. 264)	1129
State v. Corkins, (122 Mo. 56)	5252	State v. Crumney, (17 Minn. 72)	1866, 1872
State v. Corley, (122 Mo. 120)	5262	State v. Cummings, (151 Mo. 49)	5024
State v. Cornell, (52 Neb. 25)	2702	State v. Cummins, (29 Tenn. 267)	564
State v. Cornell, (25 How. Pr. N. Y. 21)	1266	State v. Cunningham, (21 Ia. 422)	2401
State v. Cornwall, (97 Wia. 565)	1717	State v. Cunningham, (152 Mo. 242)	5212
State v. Cornwall, (40 S. C. 26)	4222	State v. Curran, (12 Ark. 221)	274, 5224
State v. Corrigan Con. Street Ry. Co., (25 Mo. 262)	521, 1762, 1764, 2400, 2462, 2519, 4252	State v. Currens, (111 Wia. 421)	1602
State v. Cory, (25 Minn. 172)	5219	State v. Curry, (124 Ind. 122)	1012, 1262
State v. Corsilius, (25 Ohio St. 69)	4752	State v. Daggett, (22 Wash. 1)	5126, 5127, 5221
State v. Cosgrave, (25 Neb. 127)	1410, 1899	State v. Dahl, (69 Minn. 102)	5251
State v. Cottengin, (172 Mo. 129)	5252		
State v. County Court, (24 Mo. 542)	276, 277		

(References are to Pages.)

State v. Dahl, (140 Wis. 301) ..	1071	State v. District Court, (33 Minn. 235) ..	267, 268, 1343, 2738, 3984, 4427, 4428
State v. Dakota County, (41 Minn. 518) ..	1500, 1503	State v. District Court, (33 Minn. 236) ..	4436
State v. Daniels, (143 Wis. 649)	1609	State v. District Court, (33 Minn. 252) ..	2734
State v. Dannenberg, (150 N. C. 799)	1864, 1898, 1899, 1978, 2119, 2122	State v. District Court, (33 Minn. 295)	835, 3962, 4051, 4344, 4450
State v. Darrow, (65 Minn. 419) ..	669, 672, 1500, 1517	State v. District Court, (37 Mont. 202) ..	1864, 2291, 2312
State v. Davidson, (50 La. Ann. 1297) ..	1527, 2141	State v. District Court, (41 Minn. 518) ..	1499
State v. Davies, (30 Ohio Cir. Ct. 270) ..	1059	State v. District Court, (44 Minn. 244) ..	3960, 4533, 4544
State v. Davis, (44 Mo. 129) ..	1072, 5254	State v. District Court, (47 Minn. 406) ..	4123
State v. Davis, (54 Mo. 447)	5210	State v. District Court, (51 Minn. 539) ..	4401, 4402
State v. Davis, (70 Mo. 467) ..	2327	State v. District Court, (61 Minn. 542) ..	4337
State v. Davis, (108 Mo. 666) ..	2155	State v. District Court, (68 Minn. 147) ..	4470
State v. Davis, (117 Mo. 614) ..	2155	State v. District Court, (68 Minn. 242) ..	4387
State v. Davis, (25 N. J. L. 386)	593	State v. District Court, (72 Minn. 226) ..	4349
State v. Davis, (45 N. J. L. 390) ..	1056	State v. District Court, (75 Minn. 292) ..	4375, 4468, 4469, 4472
State v. Davis, (11 S. D. 111)	5148	State v. District Court, (75 Minn. 292) ..	4375, 4468, 4469, 4472
State v. Dayton Traction Co., (18 Ohio Cir. Ct. Rep. 490) ..	3451	State v. District Court, (77 Minn. 248) ..	3145, 4528
State v. DeBar, (58 Mo. 395) ..	679, 1789, 1790, 1807, 1872	State v. District Court, (80 Minn. 293) ..	3887, 3931, 4119, 4343, 4360, 4361
State v. Deering, (84 Wis. 585) ..	1575, 1581, 1611, 2124, 2220	State v. District Court, (84 Minn. 377) ..	315
State v. Deffes, (45 La. Ann. 658)	2132	State v. District Court, (87 Minn. 146) ..	3085
State v. Deffes, (44 La. Ann. 164) ..	2143	State v. District Court, (89 Minn. 292) ..	3987, 3991
State v. DeGress, (53 Tex. 387)	1025	State v. District Court, (90 Minn. 294) ..	4403
State v. Delesdenier, (7 Tex. 76) ..	266	State v. District Court, (90 Minn. 457) ..	305, 307, 5137
State v. Dellesseline, (1 McCord S. C. 52) ..	1297, 1299	State v. District Court, (90 Minn. 540) ..	3057, 4405
State v. Demann, (83 Minn. 331) ..	662, 699	State v. District Court, (95 Minn. 70) ..	4508
State v. Denny, (118 Ind. 382) ..	86, 160, 260, 396, 404, 412, 414, 415, 502, 512, 553, 556, 558, 559, 958, 972, 990, 3897, 3902	State v. District Court, (113 Minn. 312) ..	4560
State v. Denny, (118 Ind. 449) ..	153, 385	State v. District Court of Ramsey County, (114 Minn. 287)	3146
State v. Denny, (4 Wash. 135) ..	768, 769, 770, 929, 931	State v. District Court, (42 Mont. 105) ..	3145
State v. Des Moines, (96 Ia. 521) ..	431, 433, 474, 475, 477, 483, 603, 650, 652, 654, 677	State v. District of Narragansett, (16 R. I. 424) ..	264, 302, 363
State v. Deshler, (25 N. J. L. 177) ..	5074	State v. Dobard, (45 La. Ann. 1412) ..	2117
State v. Diamond, (44 Neb. 154) ..	5245, 5247	State v. Dobson, (135 Mo. 1) ..	5208, 5215
State v. Dickie, (47 Ia. 629) ..	1304	State v. Dodge City, etc. Ry. Co., (53 Kan. 329) ..	3461
State v. Dierberger, (90 Mo. 369) ..	1046, 1051	State v. Dodge County Court, (8 Neb. 124) ..	3898
State v. Dierkes, (214 Mo. 578) ..	1331, 1396, 2599, 2602, 2603	State v. Dodson, (123 La. 903) ..	826
State v. Dillon, (32 Fla. 545) ..	938	State v. Doherty, (25 La. Ann. 119) ..	1207
State v. Dillon, (42 Fla. 95) ..	1066, 1420, 1744	State v. Doherty, (16 Wash. 382)	771
State v. Dillon, (90 Mo. 229) ..	407	State v. Dolan, (93 Mo. 467) ..	496, 773, 1781
State v. Dimond, (44 Neb. 154) ..	332, 609, 622, 634, 1730	State v. Donovan, (20 Nev. 75) ..	473
State v. Dinnisse, (109 Mo. 434)	1737	State v. Donworth, (127 Mo. App. 377) ..	993, 998
State v. Directors, etc. of Penitentiary, (5 Ohio St. 234) ..	2704	State v. Douglas, (47 Neb. 428)	261
State v. District Court, (29 Minn. 295) ..	4051	State v. Douglas, (26 Wis. 428)	1074, 1230
State v. District Court, (29 Minn. 62) ..	4401, 4507, 4508	State v. Douglas, (50 Mo. 593)	1051
State v. District Court, (32 Minn. 181)	4112, 4113, 3906, 4108, 4111, 4112, 4113		
State v. District Court, (33 Minn. 164) ..	3463, 4507		

TABLE OF CASES.

6117

(References are to Pages.)

State v. Douglas, (148 Mo. 37)	5309	State v. Edwards, (11 Mo. App. 152)	5306
State v. Dousman, (28 Wis. 541)		State v. Edwards, (104 Mo. 125)	5209, 5215
	303, 451	State v. Edwards, (136 Mo. 360)	1781
State v. Dover, (113 Minn. 452)	621	State v. Edwards, (38 Mont. 250)	932, 5049
State v. Dover, (46 N. H. 452)	5232	State v. Edwards, (40 Mont. 287)	781, 787
State v. Dover, (62 N. J. L. 138)		State v. Edwards, (40 Mont. 313)	5047
	343, 347, 351, 363	State v. Edwards, (42 Mont. 135)	4977, 4979, 4982
State v. Dower, (134 Mo. App. 352)	1970, 1975	State v. Eggleston, (34 Kan. 714)	4006
State v. Dowling, (50 Mo. 134)		State v. Ehrmentraut, (63 Minn. 104)	721, 1005
	5207, 5211, 5213	State v. Eldson, (76 Tex. 302)	620, 632
State v. Downing, (22 Mo. App. 504)	1672	State v. Elizabeth, (28 N. J. L. 103)	670
State v. Downs, (60 Kan. 788)		State v. Elizabeth, (30 N. J. L. 176)	2443
254, 273, 279, 446, 450, 468,	475	State v. Elizabeth, (30 N. J. L. 365)	4466
State v. Drainage Com'rs, (46 Wash. 474)	5268	State v. Elizabeth, (35 N. J. L. 351)	2643
State v. Draper, (48 Mo. 213)	5278	State v. Elizabeth, (44 N. J. L. 571)	4947
State v. Draper, (45 Mo. 355)		State v. Elizabeth, (46 N. J. L. 312)	2441
	1000, 1002	State v. Elizabeth, (51 N. J. L. 246)	3973, 5043
State v. Draper, (47 Mo. 29)		State v. Elizabeth, (54 N. J. L. 462)	2981, 2989, 3001, 3942
	1760, 1780	State v. Elizabeth, (65 N. J. L. 479)	5007
State v. Draper, (48 Mo. 213)		State v. Elliott, (32 Ind. App. 605)	4551
1025, 1027, 1387		State v. Elliott, (158 Ind. 168)	257
State v. Draper, (50 Mo. 353)		State v. Elliot, (47 Ohio St. 90)	466, 469, 470, 483
1063, 1416		State v. Elliott, (13 Utah 471)	1061
State v. Dreyer, (229 Mo. 201)		State v. Elofson, (86 Minn. 103)	2224
	880, 3335	State v. Emert, (103 Mo. 241)	1672, 2145
State v. Dubarry, (44 La. Ann. 1117)	2132	Smith v. Emporia, (27 Kan. 523)	1486
State v. Dubarry, (46 La. Ann. 33)	2135	State v. Endom, (23 La. Ann. 663)	2225
State v. Dubuclet, (22 La. Ann. 365)	5177	State v. Engelmann, (86 Mo. 551)	5274
State v. Dudgeon, (83 Neb. 371)	2119	State v. Engelmann, (106 Mo. 628)	3943, 3945, 4290
State v. Dudley, (56 Mo. App. 450)	2107	State v. Engle, (34 N. J. L. 425)	1692
State v. Dugan, (110 Mo. 138)	959	State v. Ensign, (54 Minn. 372)	4364
State v. Duis, (17 N. D. 319)	1505	State v. Ensign, (55 Minn. 278)	4470, 4532
State v. Dulaney, (43 La. Ann. 500)	1949	State v. Epperson, (4 Mo. 90)	2431
State v. Duluth, (53 Minn. 238)		State v. Equitable Loan & Inv. Assn. (142 Mo. 325)	1028, 5235, 5236, 5240, 5249, 5254, 5256
1212, 1219, 1241, 1252,	1501	State v. Eshelby, (2 Ohio Cir. Ct. Rep. 488)	1036
State v. Duluth Board of Water & Light Com'rs, (105 Minn. 472)	3577, 3655, 3657	State v. Evans, (3 Ark. 585)	1731, 5243
State v. Dunbar, (43 La. Ann. 836)	2328	State v. Evans, (83 Mo. 319)	359
State v. Dunn, (76 Neb. 155)	1331	State v. Evans, (83 Mo. 322)	2238
State v. Dunn, (53 Ore. 304)	5110	State v. Evans, (161 Mo. 95)	2321, 5046, 5058
State v. Dunn, (Ala., Minor 46)	5272	State v. Evans, (166 Mo. 347)	1071
State v. Dunson, (71 Tex. 65)		State v. Evans, (47 S. C. 418)	4653
295, 363, 680, 682		State v. Everett, (14 Minn. 439)	2375
State v. Dupaquier, (46 La. Ann. 577)	2154	State v. Everett, (52 Mo. 89)	5302, 5304, 5307
State v. Duryea, (40 N. J. L. 266)	1046	State v. Everett Water Co., (38 Wash. 609)	3586
State v. Duval, (23 Fla. 483)		State v. Executors of John McDonogh and New Orleans, (2 La. Ann. 171)	2492
	371, 1483	State v. Excelsior Coke & Gas Co., (69 Kan. 45)	3484
State v. Dwyer, (21 Minn. 512)	1803	State v. Eyermann, (115 Mo. App. 660)	1970, 1971
State v. Dyson, (39 Mo. App. 297)	2114		
State v. Earle, (66 S. C. 194)			
	2402, 2451		
State v. Earnhardt, (107 N. C. 789)	1748, 2160, 2162		
State v. Eason, (114 N. C. 787)	594		
State v. East St. R. Co., (140 Mo. 539)	398, 518, 2924, 3362, 3363, 3504, 3511, 3512, 5238		
State v. East Orange, (41 N. J. L. 127)	1574, 1577, 1583, 1606, 2099		
State v. East Orange, (61 N. J. L. 202)	1982		
State v. Eastman, (109 N. C. 785)	3233		
State v. Ebert, (40 Mo. 186)	433		
State v. Eby, (170 Mo. 497)	5220		
State v. Echols, (49 Kan. 1)	925, 929		
State v. Edens, (85 N. C. 522)	1991, 2326, 2334		

(References are to Pages.)

State v. Fagen, (76 N. J. L. 431)	1150, 1156	State v. Flad, (23 Mo. App. 185)	523, 3777
State v. Fagin, (42 Conn. 32)	1057, 1287, 1312	State v. Flad, (108 Mo. 614)	5265, 5274
State v. Fahey, (108 Md. 583).....	1189	State v. Flad, (26 Mo. App. 500)	4185, 5264
State v. Falkenham, (78 Md. 463)	2164	State v. Flanders, (24 La. Ann. 57)	379, 525, 536
State v. Faran, (24 Ohio St. 536)	4824	State v. Fleming, (147 Mo. 1)	332, 359, 364, 365, 469, 477, 650, 1730, 5252
State v. Farley, (22 Ohio Cir. Ct. Rep. 48)	1097	State v. Fleming, (158 Mo. 558)	630, 5238, 5245
State v. Farmers' & Mechanics' Savings Bank, (114 Minn. 95)...	3363	State v. Fleming, (70 Neb. 523)	1689
State v. Farr, (47 N. J. L. 208)...	1285	State v. Fletcher, (39 Mo. 388)	5277, 5302, 5304
State v. Farrier, (47 N. J. L. 383)	1278	State v. Flint, (63 Conn. 248)	1427, 1867, 2113, 2349
State v. Farris, (45 Mo. 183).....	5237	State v. Flournoy, 160 Mo. 324)	5270, 5276
State v. Faudre, (54 W. Va. 122)	894	State v. Flower, (49 La. Ann. 1199)	406, 407
State v. Fay, (44 N. J. L. 474)...	792	State v. Flynn, (3 Blackf. Ind. 72)	1186
State v. Fayette, (22 Ohio Cir. Ct. 433)	1717	State v. Flynn, (119 Mo. App. 712)	1203
State v. Fayetteville Comra, (4 N. C. 419)	1203	State v. Fond du Lac, (24 Wis. 683)	2707
State v. Fire Creek Coal & Coke Co., (83 W. Va. 188)	1889	State v. Ford, (36 La. Ann. 903)	1927
State v. Feagans, (148 Ind. 621)...	1204	State v. Forest, (12 Wash. 483)...	3947
State v. Feingold, (77 Conn. 326)	2145	State v. Forest, (74 Wis. 610)	363, 367, 615
State v. Fellows, (12 La. Ann. 344)	2266	State v. Forkner, (94 Ia. 733)...	493
State v. Fenly, (18 Mo. 445).....	4754	State v. Fond du Lac, (42 Wis. 287)	3976, 4311, 4532
State v. Ferguson, (33 N. H. 424)	792, 1547, 2241	State v. Ford, (12 Kan. 441).....	5253
State v. Ferguson, (31 N. J. L. 107)	1035, 1077	State v. Foster, (94 Minn. 412)...	3924
State v. Fernandez, (49 La. Ann. 764)	2242	State v. Foster, (7 N. J. L. 101)	1245, 1249, 1350
State v. Ferris, (53 Ohio St. 314)	455	State v. Fountain, (14 Wash. 236)	1492, 1493, 2311
State v. Fiedler, (43 N. J. L. 400)	1506	State v. Fourcade, (45 La. Ann. 717)	1583, 1865, 1913, 2134, 2151, 2359
State v. Field, (17 Mo. 529).....	847	State v. Fowler, (66 Conn. 294)...	1043
State v. Field, (37 Mo. App. 83)	5310	State v. Fox, (85 Mo. 61) ..	2445, 5220
State v. Field, (99 Mo. 852)	383, 397, 456, 533, 667, 724, 772, 1777, 1779, 3902	State v. Fox, (158 Ind. 126).....	86, 396, 414, 424, 3902, 5051
State v. Field, (107 Mo. 445)	4433, 5265	State v. Fraker, (166 Mo. 130)	5263, 5302, 5304
State v. Field, (112 Mo. 554).....	5220	State v. Francis, (26 Kan. 724)...	1322
State v. Field, (119 Mo. 593).....	5122	State v. Francis, (88 Mo. 557)...	5258
State v. Finch, (78 Minn. 118)...	2248	State v. Francis, (95 Mo. 44)	847, 927, 959, 1717, 1718, 1719, 2273, 5273, 5300, 5303, 5309, 5310
State v. Findley, (10 Ohio 51)...	1037	State v. Frame, (39 Ohio St. 399)	2207
State v. Findley, (101 Mo. 217)...	1200	State v. Franklin, (40 Kan. 410)	1907, 2464
State v. Finley, (74 Mo. App. 213)	5267, 5288, 5310	State v. Franklin, (133 Mo. App. 486)	2929, 2985
State Co. v. Finley, (150 N. C. 726)	3313	State v. Frazier, (98 Mo. 426)...	5249
State v. Finn, (4 Mo. App. 347)	274, 409, 733, 1052	State v. Freeman, (38 N. H. 426)	792, 2124, 2128, 2129
State v. Finn, (8 Mo. App. 341)	1483	State v. French, (17 Mont. 54)	1603, 2221, 2223
State v. Finnegan, 52 La. Ann. 694)	2384	State v. French, (109 N. C. 722)...	2190
State v. Fire Department of Elizabeth, (43 N. J. L. 172)...	2408	State v. Frentress, (37 Ind. App. 245)	1047, 1050, 1193
State v. Firemen's Fund Ins. Co., (152 Mo. 1)	5238	State v. Fridley Park, (61 Minn. 146)	629
State v. Fishplate, (83 N. C. 654)	1203	State v. Fried, (46 La. Ann. 1418)	2135
State v. Fisher, (50 La. Ann. 45)	2305	State v. Frost, (78 Neb. 325).....	3538
State v. Fisher, (52 Mo. 174)	1600, 1957	State v. Frost, (103 Tenn. 685)	286, 322, 364, 380
State v. Fisher, (117 N. C. 733)	3310, 3314	State v. Fry, (186 Mo. 198)...	5237, 5252
State v. Fisher, (33 Wis. 154).....	1422	State v. Fuller, (96 Mo. 165).....	362
State v. Fliske, (9 R. I. 94)	844, 851, 1985, 2214, 2215, 2216	State v. Funck, (17 Ia. 365).....	1030
State v. Fitzgerald, (44 Mo. 425)	1030, 1033, 5237	State v. Furbush, (72 Me. 493)...	1675
State v. Fitzgerald, (44 Pa. St. 332)	1029		
State v. Fitzporter, (17 Mo. App. 271)	1780		
State v. Flack, (24 Mo. 378)	2114		

TABLE OF CASES.

6119

(References are to Pages.)

State v. Galena Water Co., (63 Kan. 317).....	2502	State v. Godfrey, (54 W. Va. 54).....	1873, 2112
State v. Gallagher, (72 Conn. 404).....	2250	State v. Godwin, (145 N. C. 481).....	1920, 2935, 2946, 2972
State v. Gallagher, (81 Ind. 582).....	924	State v. Goff, (15 R. I. 505).....	1002
State v. Gallagher, (42 Minn. 449).....	5252	State v. Goffe, (122 Mo. 670).....	5227, 5257
State v. Galloway, (5 Coldw. Tenn. 328).....	2292	State v. Goodenow, (45 Mo. 20).....	2294
State v. Gano, (2 Ohio Dec. 177).....	978	State v. Goodfellow, (1 Mo. App. 495).....	5209
State v. Gard, (29 Ohio Cir. Ct. R. 428).....	999	State v. Goodwill, (22 W. Va. 172).....	1829, 2177
State v. Gardner, (54 Ohio St. 24).....	1049	State v. Goodwin, (87 S. C. 419).....	4780
State v. Gardner, (58 Ohio St. 599).....	2259	State v. Goodwin, (69 Tex. 85).....	329
State v. Garesche, (2 Mo. App. 584).....	5201	State v. Gordon, (40 Mo. 322).....	1892
State v. Garesche, (45 Mo. 420).....	5270, 5277, 5286	State v. Gordon, (217 Mo. 102).....	4812, 4819, 4820, 4857, 4892, 4829
State v. Garibaldi, (44 La. Ann. 209).....	2122	State v. Gordon, (222 Mo. 223).....	4850
State v. Garrett, (59 Ia. 582).....	1444	State v. Gorman, (27 Mo. 451).....	5232
State v. Gasconade County Ct., (25 Mo. App. 446).....	1025, 5278	State v. Gorman, (12 R. I. 212).....	1012
State v. Gastinel, (18 La. Ann. 517).....	1025	State v. Gorton, (22 Minn. 245).....	929
State v. Gastinel, (20 La. Ann. 14).....	922	State v. Gosnell, (110 Wia. 606).....	2695, 2706
State v. Gates, (67 Mo. 129).....	1120	State v. Goulday, (52 N. J. L. 62).....	1054
State v. Gates, (142 Mo. 42).....	5264	State v. Goulding, (44 N. H. 224).....	2227
State v. Gates, (190 Mo. 540).....	221, 1522, 1520, 1521, 1535, 1705	State v. Govern, (47 N. J. L. 222).....	472
State v. Gaslay, (5 Ohio 14).....	2196, 2264	State v. Governor, (25 N. J. L. 221).....	1022
State v. Geer, (78 Mo. 182).....	5227	State v. Grabarkiewicz, (22 Minn. 16).....	1012
State v. Gelse, (29 Mo. App. 129).....	2400	State v. Grace, (20 Ore. 154).....	929
State v. Geneva, (107 Wia. 1).....	844	State v. Grace, (112 Tenn. 9).....	1079, 1082
State v. Gentry, (112 Mo. App. 522).....	5274, 5220	State v. Gracey, (11 Nev. 222).....	1717
State v. George, (22 Fla. 225).....	921	State v. Graeme, (120 Mo. App. 122).....	2269
State v. Georgia Med. Soc., (22 Ga. 602).....	1429	State v. Graffmuller, (22 Minn. 6).....	2211, 2279, 2451
State v. Gerard, (2 Ired. Eq. 210).....	5102	State v. Graham, (90 Mo. 120).....	1291
State v. Gerhart, (145 Ind. 422).....	2121	State v. Graham, (142 Mo. App. 175).....	2112
State v. Geuling, (1 McCord S. C. 672).....	2400	State v. Graham, (14 Neb. 74).....	472
State v. Gibbee, (60 S. C. 500).....	1422	State v. Grant, (21 Ore. 270).....	4760
State v. Gibson, (187 Mo. 526).....	5202, 5265	State v. Grant, (14 Wyo. 41).....	5222
State v. Gibson, (195 Mo. 251).....	290	State v. Graves, (19 Md. 251).....	1768, 2971
State v. Gilbert, (147 S. W. 505).....	5221, 5222	State v. Gray, (92 Ind. 202).....	5079
State v. Gilles, (1 Chand. Wia. 112).....	922	State v. Gray, (22 Neb. 225).....	671, 1051, 1278, 1281, 1284, 1286
State v. Gill, (29 Minn. 502).....	2122, 2217, 2221	State v. Graydon, (6 Ohio Cir. Ct. 624).....	2022
State v. Gill, (127 Mo. 227).....	5206	State v. Great Falls, (19 Mont. 512).....	2564, 2729, 2767, 2820, 2825, 4609, 4722, 4974
State v. Gilman, (22 W. Va. 142).....	1229	State v. Great Northern Ry. Co., (114 Minn. 292).....	2002
State v. Gilmanton, (14 N. H. 427).....	592, 595	State v. Great Works, M. & M. Corp. 20 Mo. 41.....	5220
State v. Gilmore, (92 Mo. 200).....	2114	State v. Green,.....	4
State v. Giovanoni, (59 Mo. App. 41).....	1021, 1022, 5257	State v. Green, (2.....	7
State v. Glisch, (21 La. Ann. 544).....	2141	1299, 1290, 1211, 1.....	15, 1220
State v. Glavin, (67 Conn. 29).....	2214, 2222	State v. Greene,.....	74, 4605
State v. Gleason, (12 Fla. 190).....	5226, 5229	State v. Greene, (.....	5221
State v. Glenn, (54 Md. 572).....	2257, 2261, 2262, 2279, 2444, 2446	State v. Gregory,.....	5272
State v. Glennen, (92 Miss. 226).....	1202, 1225	State v. Gregory,.....	2252
State v. Glennon, (2 R. I. 276).....	214, 224	State v. Griffin, (15 La. 429).....	927
State v. Gloucester, (49 N. J. L. 177).....	975	State v. Grimes, (49 Minn. 442).....	1546, 2114
State v. Godfrey, (25 Ohio Cir. Ct. Rep. 62).....	5020	State v. Grimes, (22 Minn. 460).....	2112, 2252, 2259, 2261, 2420
		State v. Grimes, (7 Wash. 270).....	272, 5072
		State v. Gritsner, (124 Mo. 512).....	1740
		State v. Grissard, (29 N. C. 115).....	921
		State v. Grissard, (117 N. C. 105).....	1120

(References are to Pages.)

State v. Grove, (77 Wis. 448)....	2310	State v. Harrison, (162 Ind. 542)	2795
State v. Groves, (15 R. L. 208)...	2150	State v. Harrison, (9 Mo. 526)...	1776
State v. Guiney, (26 Minn. 313)...	1268	State v. Harrison, (53 Mo. App. 346)	5220
State v. Guinotte, (156 Mo. 513)...	5208	State v. Harrison, (141 Mo. 12)	5210, 5212
State v. Guinotte, (113 Mo. App. 399)	5276	State v. Harrison, (173 Mo. 19)...	5268
State v. Gumber, (37 Wis. 208)...	1792	State v. Hart, (144 Ind. 107)....	2524
State v. Gurney, (37 Me. 156)....	2375	State v. Hartford St. Ry. Co., (76 Conn. 174)	3613
State v. Gutierrez, (15 La. Ann. 190)	2360, 2363	State v. Haskell County Com'rs., (40 Kan. 65)	4811
State v. Guttenberg, (38 N. J. L. 419)	4434, 4465	State v. Hastings, (15 Wis. 75)...	5281
State v. Guttenberg, (62 N. J. L. 605)	318	State v. Hauser, (63 Ind. 155) 346, 853, 1370, 4812, 4859,	4871
State v. Gyllstrom, (77 Minn. 355)	996	State v. Hawes, (177 Mo. 360) 1206,	5279
State v. H. & R. C. Gravel Road Co., (37 Mo. App. 496)	5238	State v. Hawkins, (44 Ohio St. 98) 1059, 1073,	1213
State v. Haben, (22 Wis. 660)....	510	State v. Hay, (29 Me. 457).....	2115
State v. Hackfath, (20 Mo. App. 614)	2164, 2395	State v. Hayes, (67 Ia. 27).....	2397
State v. Hadley, (7 Wis. 700)....	1061	State v. Hayes, (61 N. H. 264)....	791
State v. Hagimori, (57 Wash. 623) 2432		State v. Hayne, (4 S. C. 403)...	2190
State v. Haines, (35 Ore. 379)....	352	State v. Haynes, (72 Mo. 377) 847, 1264,	1266
State v. Hale, (15 Mo. 606)	2376	State v. Hays, (49 Mo. 604) 1528,	5306
State v. Halifax, (15 N. C. 345)...	2803	State v. Hays, (91 Miss. 755)....	1056
State v. Hall, (126 Mo. 585).....	1200	State v. Hays, (52 Mo. 578)....	1176
State v. Hall, (32 N. J. L. 158) 2115,	2194	State v. Hays, (78 Mo. 600).....	1200
State v. Hall, (97 N. C. 474) 1199,	1205	State v. Hayward, (48 N. C. 399) 1203	
State v. Hall, (111 N. C. 369) 410,	991	State v. Heath, (20 La. Ann. 172) 5031	
State v. Hall, (25 Cir. Ct. R. 361) 938,	1014	State v. Heber City, (36 Utah, 1) 4658,	4694
State v. Hamby, (114 Tenn. 361) 1208		State v. Heckler, (81 Mo. 417)...	2397
State v. Hamil, (97 Ala. 107) 1718,	2704, 5288	State v. Hedlung, (16 Neb. 566)...	675
State v. Hamilton, (40 Kan. 323) 685		State v. Heege, (39 Mo. App. 49) 2450,	5220
State v. Hamilton, (42 Mo. App. 24)	5086	State v. Heege, (135 Mo. 112)...	1483
State v. Hamilton, (94 Mo. 544) 5036		State v. Heldenbain, (42 La. Ann. 483)	1491, 1580, 1919, 1921
State v. Hamilton, (29 Neb. 198) 5251		State v. Heldorn, (74 Mo. 410) 1511, 1781,	1793
State v. Hamilton, (47 Ohio St. 52)	3819, 3891, 3818	State v. Hein, (50 Mo. 362)	1201
State v. Hamilton, (109 Tenn. 276)	3236, 3237, 3272	State v. Heinmiller, (38 Ohio St. 101)	1236, 5253
State v. Hammer, (42 N. J. L. 435)	468, 484	State v. Heinze, (45 Mo. App. 403) 2410	
State v. Hammond, (40 Minn. 43) 792, 800,	2108	State v. Helena, (24 Mont. 521) 4719, 4732,	4747
State v. Hammond Packing Co., (110 La. 180)	1677	State v. Helena P. & L. Co., (22 Mont. 391)	3493
State v. Hammonton, (38 N. J. L. 430)	813, 1110, 2597	State v. Helfrid, (2 Mott & McCord S. C. 233)....	2287, 2288, 2297
State v. Hampton, (13 Nev. 439) 536,	538	State v. Hemenover, (188 Mo. 381)	1970
State v. Hance, (26 Ohio Cir. Ct. R. 273)	971, 2301	State v. Hempstead, (83 Conn. 554)	1048
State v. Handler, (178 Mo. 38)...	2338	State v. Henderson, (145 Ia. 657) 1223	
State v. Hannibal, etc. R. Co., (75 Mo. 208)	3555, 5011	State v. Henderson, (145 Mo. 329) 660, 775, 5075,	5237
State v. Hannibal & St. J. Ry. Co., (86 Mo. 13)....	1717, 1718, 5303	State v. Henderson, (160 Mo. 190) 5208	
State v. Hardcastle, (68 Wash. 548)	4626, 4770	State v. Henderson, (38 Ohio St. 644)	1500, 1504
State v. Harden, (62 W. Va. 313) 2119		State v. Hennessey, (44 La. Ann. 805)	2436
State v. Hardie, (1 Ired. N. C. 42) 5236		State v. Henshaw, (76 Cal. 436)...	2290
State v. Hardy, (7 Neb. 377) 1421, 1519, 1745, 2206,	2275	State v. Henzler, (N. J. Ch. 41 Atl. 228)	1812
State v. Harmon, (60 Mo. App. 48)	2117	State v. Hermann, (11 Mo. 43)...	1072
State v. Harper, (58 Mo. 530) 1555, 1878		State v. Hermann, (20 Mo. App. 548)	2431
State v. Harper, (6 Ohio St. 607) 1180		State v. Herrmann, (75 Mo. 340) 466, 472, 473, 476,	484
State v. Harrington, (68 Vt. 622) 2230, 2232		State v. Hermann, (84 Mo. App. 1)	1579, 3062
State v. Harris, (2 La. Ann. 516) 5171		State v. Hermann, (63 Ohio St. 440)	2690, 2704, 2705
State v. Harris, (50 Minn. 128)...	2360	State v. Herod, (29 Ia. 123)....	2231
State v. Harris, (102 Minn. 340)...	349	State v. Herring, (208 Mo. 708)...	430
State v. Harris, (52 Vt. 216) 289, 916,	1335	State v. Herryford, (19 Mo. 377) 2114	
State v. Harrison, (67 Ind. 71)...	1326	State v. Hertsch, (136 Ind. 293) 332	
State v. Harrison, (113 Ind. 434) 1057		State v. Hewitt, (3 S. D. 187)....	1212

TABLE OF CASES.

6121

(References are to Pages.)

State v. Hiawatha, (53 Kan. 477)	3808, 3891	State v. Holt County Court, (39 Mo. 521)	613, 2272
State v. Hickman, (9 Mont. 370)	5281	State v. Holt County Court, (135 Mo. 538)	4778, 4974
State v. Higgins, 76 Mo. App. 319)	5275	State v. Honerud, (66 Minn. 32)	340
State v. Higgins, (84 Mo. App. 531)	2238, 5274, 5294	State v. Hood, (143 Mo. App. 313)	3252, 3259, 3263, 3264
State v. Higgins, (125 Mo. 364)	496, 1779, 5264	State v. Hope, (100 Mo. 347)	1609
State v. Higgins, (144 Mo. 410)	407	State v. Hopkins, (14 Wash. 59)	4744
State v. Higgins, (Harper S. C. 139)	1302	State v. Herd, (122 N. C. 1092)	1952, 1953
State v. Higgs, (126 N. C. 1014)	1428, 1562, 2008, 2009, 2291, 2935	State v. Horne, (115 N. C. 739)	2162
State v. Highstown, (45 N. J. L. 501)	1997	State v. Horton, (38 N. J. L. 88)	5225
State v. Hilbert, (72 Wis. 184)	3560	State v. Hostetter, (137 Mo. 636)	1736, 1741, 5237
State v. Hill, (32 Minn. 275)	1148	State v. Hough, (193 Mo. 615)	5220
State v. Hill, (152 Mo. 234)	5237	State v. Houghton, (6 La. Ann. 783)	2211
State v. Hill, (126 N. C. 1139)	1622, 1897, 1911	State v. Houston, (78 Ala. 576)	1178
State v. Hillyard Water Co., (49 Wash. 232)	3578	State v. Howard, (66 Minn. 309)	5247
State v. Hindman, (4 Mo. App. 582)	2117	State v. Howard County Court, (41 Mo. 247)	5238, 5278
State v. Hipp, (38 Ohio St. 199)	2207	State v. Howe, (25 Ohio St. 588)	1057
State v. Hirzel, (137 Mo. 435)	2449	State v. Hoyt, (2 Or. 246)	1002, 1332
State v. Hitchcock, (1 Kan. 178)	431	State v. Hudson, (78 Mo. 302)	2238
State v. Hixon, (41 Mo. 210)	1202	State v. Hudson, (13 Mo. App. 61)	2238, 2272, 5302
State v. Hoagland, (51 N. J. L. 62)	314	State v. Hudson, (23 N. J. L. 206)	893
State v. Hoard, (94 Tex. 527)	323, 340, 630	State v. Hudson, (27 N. J. L. 214)	4479, 4480
State v. Hobe, (106 Wis. 411)	4193	State v. Hudson, (29 N. J. L. 104)	918, 3938, 4462
State v. Hoboken, (38 N. J. L. 280)	1519, 1745, 2198, 2209, 2228, 2898	State v. Hudson, (29 N. J. L. 475)	1504, 1516
State v. Hoboken, (36 N. J. L. 378)	4468	State v. Hudson, (30 N. J. L. 137)	5233
State v. Hoboken, (38 N. J. L. 110)	1745	State v. Hudson, (37 N. J. L. 254)	813, 1110
State v. Hoboken, (44 N. J. L. 131)	1520, 1521	State v. Hudson, (44 N. J. L. 388)	1152
State v. Hoboken, (52 N. J. L. 88)	1504	State v. Hudson, (4 Ohio St. 137)	474
State v. Hoboken, 76 N. J. L. 122)	3867	State v. Huff, (105 Mo. App. 354)	345, 592, 679, 692, 5246, 5252
State v. Hocker, (39 Fla. 477)	406, 937, 938	State v. Hug, (44 Mo. 116)	5296
State v. Hodapp, (104 Minn. 309)	4779	State v. Hughes, (104 Mo. 459)	1723
State v. Hoff, (Tex. Civ. App. 29 S. W. 672)	683, 917, 4962	State v. Hughes, (72 N. C. 25)	2044
State v. Hoff, (88 Tex. 297)	917	State v. Hugo, (84 Minn. 81)	929
State v. Hoffman, (50 Mo. App. 585)	1672	State v. Humes, (34 Wash. 347)	3147
State v. Hoffman, (35 Ohio St. 435)	3904	State v. Humphreys, (25 Ohio St. 520)	4988
State v. Hogan, (163 Mo. 43)	5254, 5259	State v. Hunt, (129 N. C. 686)	2231
State v. Hohn, (50 La. Ann. 432)	2428	State v. Hunter, (38 Kan. 578)	406, 414, 415, 975
State v. Holcomb, (68 Ia. 107)	1952	State v. Hunter, (106 N. C. 796)	1581, 2046
State v. Holden, (19 Neb. 249)	853, 380, 672	State v. Hunter, (119 Wis. 450)	5041
State v. Holden, (14 Utah 71)	2178	State v. Husband, (26 Ind. 308)	690, 1058
State v. Holgate, (107 Minn. 71)	5273, 5283	State v. Hutchinson, (39 N. J. Eq. 218)	1963, 3054
State v. Holladay, (64 Mo. 526)	5141	State v. Hutt, (2 Ark. 282)	1003
State v. Holladay, (65 Mo. 70)	5310	State v. Hyman, (22 Ohio Cir. Ct. R. 213)	968
State v. Holladay, (67 Mo. 64)	1141, 1400	State v. Iams, (78 Neb. 678)	1546, 2112
State v. Holladay, (72 Mo. 499)	4671	State v. Illinois Central R. Co., (33 Fed. 730)	2480
State v. Holliday, (8 N. J. L. 265)	5305	State v. Independent School District, (29 Ia. 264)	362, 5245
State v. Hollis, (59 N. H. 390)	5121	State v. Independent School Dist., (42 Minn. 357)	5253
State v. Holloway, (90 Minn. 271)	632	State v. Indianapolis Union R. Co., (160 Ind. 45)	795, 2802, 3548
State v. Holman, (58 Minn. 219)	988, 992, 993	State v. Insurance Co. of North America, (71 Neb. 320)	1689
State v. Holmes, (118 N. C. 1201)	975		
State v. Holmes, (20 Ohio St. 474)	5030		
State v. Holt, (90 N. C. 749)	2375		

(References are to Pages.)

State v. Intoxicating Liquors, (54 Me. 564)	2300	State v. Jersey City, (44 N. J. L. 626)	4007
State v. Ironton Gas Co., (37 Ohio St. 45)	2727, 2709	State v. Jersey City, (45 N. J. L. 246)	1606
State v. Irvin, (126 N. C. 989)	2190, 4973	State v. Jersey City, (47 N. J. L. 286)	1442, 1574, 1586
State v. Itzcovitch, (40 La. Ann. 366)	781, 2170	State v. Jersey City, (47 N. J. L. 449)	3908, 4108
State v. Ives, (167 Ind. 13)	1044	State v. Jersey City, (48 N. J. L. 429)	4001
State v. Jackman, (69 N. H. 318)	2805	State v. Jersey City, (49 N. J. L. 308)	2012
State v. Jackson, (39 Mo. 420)	2114	State v. Jersey City, (51 N. J. L. 240)	936, 545
State v. Jackson County Court, (89 Mo. 237)	472, 476	State v. Jersey City, (52 N. J. L. 65)	2923, 2924, 3420
State v. Jacksonville St. R. Co., (29 Fla. 590)	517, 3366, 3401, 3459, 3461, 3615	State v. Jersey City, (52 N. J. L. 490)	3990
State v. Jacob, (8 Ohio Dec. 23)	2216	State v. Jersey City, (53 N. J. L. 113)	1206
State v. Jacobs, (38 Mo. 279)	2254	State v. Jersey City, (54 N. J. L. 49)	3184, 3973
State v. Jaeger, (63 Mo. 403)	1740, 1780	State v. Jersey City, (54 N. J. L. 310)	1254
State v. James, (4 Wis. 408)	3100	State v. Jersey City, (54 N. J. L. 437)	5329
State v. Jamison, (23 Mo. 330)	2273	State v. Jersey City, (57 N. J. L. 293)	837, 1571, 1727, 2001
State v. Jenkins, (25 Mo. App. 484)	332, 333, 362, 5241, 5246, 5250, 5251	State v. Jersey City, (63 N. J. L. 148)	1223
State v. Jenkins, (43 Mo. 261)	1042	State v. John, (81 Mo. 13)	1026, 1027
State v. Jennings, (27 Ark. 419)	294, 379	State v. Johns, (124 Mo. 379)	2393
State v. Jennings, (57 Ohio St. 415)	938, 944, 945, 1074, 1075, 5050, 5244	State v. Johnson, (17 Ark. 407)	1609, 1753
State v. Jennings, (48 Wis. 549)	4677	State v. Johnson, (30 Fla. 433)	5280
State v. Jensen, (93 Minn. 88)	2145	State v. Johnson, (41 Minn. 111)	2052
State v. Jersey City, (24 N. J. L. 662)	3990, 4433, 4439, 4446	State v. Johnson, (123 Mo. 43)	430, 936, 940, 943, 1008, 1055, 1068, 1069, 1152, 1416, 5050, 5301
State v. Jersey City, (25 N. J. L. 309)	1267, 1325, 1327, 1501, 3897, 4001, 4003	State v. Johnson, (114 N. C. 846)	2066
State v. Jersey City, (25 N. J. L. 536)	1220, 1237	State v. Johnson, (76 S. C. 39)	2161
State v. Jersey City, (26 N. J. L. 444)	1524, 4479	State v. Johnston, (100 Ind. 489)	924
State v. Jersey City, (27 N. J. L. 493)	1354, 1401, 1402, 4045	State v. Jones, (27 La. Ann. 179)	1041
State v. Jersey City, (27 N. J. L. 526)	1344	State v. Jones, (98 Minn. 6)	2602
State v. Jersey City, (28 N. J. L. 500)	3990, 4077, 4479, 4480	State v. Jones, (141 Mo. App. 299)	3659
State v. Jersey City, (29 N. J. L. 170)	1441, 1710, 1916, 1917, 2087, 2089, 2439	State v. Jones, (155 Mo. 570)	1718, 2705, 5273
State v. Jersey City, (29 N. J. L. 441)	918, 4510	State v. Jones, (66 Ohio 453)	473
State v. Jersey City, (30 N. J. L. 93)	1504	State v. Jones, (18 Tex. 874)	3899
State v. Jersey City, (30 N. J. L. 148)	1501	State v. Joplin Waterworks, (52 Mo. App. 312)	3696, 5301, 5310
State v. Jersey City, (34 N. J. L. 31)	1535, 1710, 2932	State v. Jordan, (39 Ia. 387)	2418
State v. Jersey City, (34 N. J. L. 277)	4372, 4373	State v. Judge, (13 Ala. 805)	921
State v. Jersey City, (34 N. J. L. 390)	1535, 1710	State v. Judge, (105 La. 758)	2433
State v. Jersey City, (34 N. J. L. 429)	801, 802, 1341, 1494, 1524	State v. Judge, (37 La. Ann. 583)	2295
State v. Jersey City, (35 N. J. L. 381)	4511	State v. Judge, (39 La. Ann. 132)	1895
State v. Jersey City, (35 N. J. L. 404)	1267, 3976, 4511	State v. Judge of District Ct., (52 La. Ann. 1065)	5348
State v. Jersey City, (36 N. J. L. 183)	4462	State v. Judges, (21 Ohio St. 1)	454
State v. Jersey City, (37 N. J. L. 128)	4462	State v. Judges, etc., (11 Wis. 50)	2295
State v. Jersey City, (37 N. J. L. 348)	1574, 1583, 2094	State v. Judge of Orphan's Court, (15 Ala. 740)	5272
State v. Jersey City, (41 N. J. L. 489)	4405	State v. Junker, (37 Tex. 478)	2347, 2935
State v. Jersey City, (43 N. J. L. 135)	4393	State v. Justice, (24 N. J. L. 413)	1345, 1349
		State v. Justices of Wayne County, (108 Tenn. 259)	5291
		State v. Justus, (85 Minn. 279)	1744
		State v. Justus, (90 Minn. 474)	2259
		State v. Kamman, (151 Ind. 407)	5269, 5292, 5293
		State v. Kancock County, (11 Ohio St. 183)	4887
		State v. Kansas City, (50 Kan. 508)	677
		State v. Kansas City, (60 Kan. 518)	4650, 4813
		State v. Kansas City, (83 Kan. 431)	4815, 4831

TABLE OF CASES.

6123

(References are to Pages.)

State v. Kansas City, (58 Mo. App. 124)	4622	State v. King, (36 N. C. 602)	2295
State v. Kansas City, (39 Mo. 34)	5216	State v. Kinloch Tel. Co., (92 Mo. App. 249)	5781
State v. Kansas City, (232 Mo. 182)	624, 629	State v. Kinna, (41 N. H. 238)	2281
State v. Kansas City, etc. R. Co., (45 Ia. 139)	2808, 2809, 2812	State v. Kipp, (10 S. D. 495)	5280
State v. Kansas City, etc. R. Co., (77 Mo. 143)	5267, 5210	State v. Kirk, (46 Conn. 295)	1221
State v. Kansas City, etc. R. Co., (116 Mo. 15)	4729	State v. Kirk, (44 Ind. 401)	1009
State v. Kantler, (23 Minn. 69)	1270, 1748, 1761, 5029	State v. Kirke, (12 Fla. 272)	5275
State v. Karr, (64 Neb. 514)	2107, 2164	State v. Kirkley, (29 Md. 85)	4054
State v. Karstendiek, (49 La. Ann. 1621)	1952	State v. Kirman, (17 Nev. 380)	5305
State v. Kaster, (35 Ia. 321)	2276	State v. Kiser, (14 Wash. 185)	1010
State v. Kaufman, (51 Ia. 576)	2007, 2908	State v. Klein, (140 Mo. 502)	5278
State v. Kean, (69 N. H. 122)	1717, 2075	State v. Knowles, (26 Fla. 577)	252
State v. Kearney, (25 Neb. 262)	4965	State v. Knowles, (145 Wis. 522)	5054
State v. Kearney, (49 Neb. 225)	5272	State v. Knoxville, (115 Tenn. 175)	5109
State v. Kearney Tp., (52 N. J. L. 322)	3022	State v. Knoxville, (12 Lea. Tenn. 146)	5221
State v. Kearney Tp., (57 N. J. L. 522)	3292	State v. Koch, (12)	1816
State v. Kearney, (12 Neb. 6)	5291	State v. Kohnka, (8)	5240
State v. Kearna, (47 Ohio St. 506)	917, 1025, 1053, 1020	State v. Kokomo, (1)	4252
State v. Keenan, (57 Conn. 284)	2208	State v. Kolsem, (1)	14, 421
State v. Keith, (94 N. C. 322)	1261, 1870	State v. Kopper, (6)	1202
State v. Kelly, (103 Mo. App. 711)	409, 1199, 1204	State v. Kraft, (20)	1022
State v. Kelly, (46 S. C. 457)	4952	State v. Kramer, (1)	5227
State v. Kempf, (69 Wis. 470)	2424	State v. Kras, (58)	1029
State v. Kemple, (27 Mo. App. 292)	2251	State v. Kumpel, (464)	2146
State v. Kendall, (15 Neb. 262)	2704	State v. Kupferle, (44 Mo. 154)	5226, 5227, 5228, 5252
State v. Kennan, (25 Wash. 621)	2252, 2449	State v. Labatut, (29 La. Ann. 512)	1804
State v. Kennedy, (49 Conn. 220)	942, 1022, 5047	State v. Laclede Gaslight Co., (103 Mo. 473)	1610, 2422, 2701, 2722
State v. Kennedy, (121 La. 757)	4629	State v. La Crosse, (107 Wis. 654)	792
State v. Kennelly, (75 Conn. 704)	1206, 1216	State v. Lafayette County Court, (41 Mo. 221)	5264, 5275, 5204, 5205, 5207
State v. Kennon, (7 Ohio St. 546)	927, 955, 960, 1297, 1401	State v. Lafferty, (5 Harr. Del. 491)	2220
State v. Kenny, (45 N. J. L. 251)	5279	State v. Lahiff, (146 Wis. 490)	5045
State v. Kent, (65 N. C. 211)	1722	State v. Lake, (16 R. L. 511)	991
State v. Kent, (98 Mo. App. 221)	1076, 1140	State v. Lake City, (25 Minn. 404)	699
State v. Keokuk, (9 Ia. 428)	2142	State v. Lakeside Land Co., (71 Minn. 282)	4444
State v. Kern, (51 N. J. L. 32 Vroom 259)	1202, 1290, 2624, 4109	State v. Lambertville, (45 N. J. L. 279)	224, 1402, 2927, 4047
State v. Kessala, (120 Mo. App. 222)	2119	State v. Lambertville, (N. J. L. 6 Atl. 422)	2972
State v. Kesslering, (12 Mo. 565)	2229	State v. Lammera, (1)	926
State v. Kiewel, (52 Minn. 126)	205	State v. Lamoureux, (1)	252
State v. Kilchli, (52 Minn. 147)	409, 925, 929, 1231, 1295, 1232	State v. Lamprey, (5)	4627
State v. Kilburn, (31 Conn. 9)	4497	State v. Lancaster, (1)	2527
State v. Kilroy, (35 Ind. 118)	991	State v. Lancaster, (1)	920
State v. Kilvington, (100 Tenn. 227)	5107	State v. Lancaster, (1)	4221
State v. King, (37 Ia. 462)	774, 1227, 1226, 1240, 1242, 2212, 2229, 2246, 2401, 2425	State v. Lander, (37)	4972
State v. King, (21 La. Ann. 201)	2267	State v. Lane, (52 N)	1055
State v. King, (52 La. Ann. 1542)	5270	State v. Lane, (16 R)	1025
State v. King, (104 La. 735)	2292	State v. Langlie, (5)	929
State v. King, (109 La. 799)	2622, 2652, 2662, 4022	State v. Langston, (3)	1570
State v. King, (134 Mo. 209)	829	State v. Lanier, (21 L)	1120
State v. King, (28 Mont. 268)	1202	State v. Lansing, (21)	1652
		State v. Lanta, (20 L)	2401
		State v. La Porte, (20 Mo. 270)	1081
		State v. Larger, (45 Mo. 510)	2276
		State v. Larkins, (44 S. C. 262)	2265
		State v. Larrabee, (104 Minn. 27)	2020, 2969
		State v. Latrobe, (21 Md. 222)	2511, 2777

(References are to Pages.)

State v. Latshaw, (63 Mo. App. 620)	1201	State v. Lockett, (54 Mo. App. 202)	280, 5307
State v. Laughlin, (7 Mo. App. 529)	1047, 5320	State v. Lockwood, (48 Wis. 403)	2293
State v. Laverack, (34 N. J. L. 201)	2133	State v. Long Branch Com'rs., (42 N. J. L. 375)	1562, 1726
State v. Lawler, (103 Wis. 469)	5330	State v. Long Branch Com'rs., (54 N. J. L. 484)	1516, 3976, 3980, 4266
State v. Lawrence, (38 Mo. 535)	1730, 5236, 5238, 5240, 5241, 5250	State v. Longfellow, (67 Mo. App. 665)	1233
State v. Lawrence, (79 Kan. 234)	255	State v. Longfellow, (93 Mo. App. 364)	945
State v. Lawrence, (80 Kan. 707)	258	State v. Longfellow, 93 Mo. App. 664)	1070
State v. Lawrence Bridge Co., (22 Kan. 438)	484	State v. Longfellow, (95 Mo. App. 660)	5264
State v. Lay, (128 Mo. 609)	5264	State v. Longfellow, (95 Mo. App. 668)	949, 1070, 1153, 1233, 1249
State v. Layton, (160 Mo. 474)	2152	State v. Longfellow, (160 Mo. 109)	5277
State v. Layton, (28 N. J. L. 244)	2730	State v. Loomis, (115 Mo. 307)	1602, 2177, 2654
State v. Leatherman, (38 Ark. 81)	326, 349, 362, 367	State v. Looney, (116 Mo. App. 592)	2145
State v. Leavenworth, (2 Kan. 61)	4631	State v. Loudon, (3 Head, Tenn. 263)	5232
State v. Leavenworth, (36 Kan. 314)	5248	State v. Louisiana, etc. Gravel Road Co., (187 Mo. 439)	5237, 5232
State v. Leaver, (62 Wis. 387)	1991, 1994, 1998, 2977	State v. Louisville, etc. R. Co., (158 Ala. 208)	2927, 2985, 3419
State v. Lederer, (52 N. J. Eq. 675)	1943	State v. Louisville, etc. R. Co., (86 Ind. 114)	1990, 3514
State v. Ledford, (3 Mo. 102)	1874	State v. Louisville, etc. R. Co., (Miss., 53 So. 454)	1609
State v. Lee, (29 Minn. 445)	1866, 1872, 1876	State v. Love, (89 Neb. 149)	4979, 5055, 5056
State v. Leffingwell, (54 Mo. 458)	268, 3918, 4376	State v. Loveless, (133 Ind. 600)	4497
State v. Leffingwell, (54 Mo. 477)	3118	State v. Lowery, (49 N. J. L. 391)	1574, 1960
State v. Lehman, (182 Mo. 424)	1201	State v. Lubke, (85 Mo. 338)	5265
State v. Leiber, (11 Ia. 407)	1816, 2131, 2137	State v. Lubke, (15 Mo. App. 152)	5265
State v. L'Engle, (40 Fla. 392)	4990	State v. Luce, (9 Houst. Del. 396)	802, 1914, 1942, 1960, 1966, 1969
State v. Leonard, (3 Tenn., Ch. 177)	280	State v. Ludwig, (21 Minn. 202)	1564, 1866, 1873
State v. Lesueur, (103 Mo. 253)	5275	State v. Lund, (167 Mo. 228)	1058, 1061, 5237
State v. Lesueur, (126 Mo. 413)	5264, 5289	State v. Lunsford, (150 N. C. 862)	1815, 2319
State v. Lesueur, (136 Mo. 452)	5264, 5304	State v. Lupton, (64 Mo. 415)	1249, 1252, 5255, 5257
State v. Lesueur, (141 Mo. 29)	5301	State v. Lusk, (18 Mo. 333)	1042, 1056
State v. Lesueur, (145 Mo. 322)	5264	State v. Lusk, (48 Mo. 242)	1003
State v. Levens, (32 Mo. Ap. 520)	2449, 5220	State v. Lutz, (136 Mo. 633)	5295
State v. Lewis, (55 Fla. 570)	780, 794	State v. Lynch, (8 Ohio St. 547)	5305
State v. Lewis, (72 Minn. 87)	4374	State v. Lyons, (31 Ia. 432)	1731, 5247, 5249
State v. Lewis, (76 Mo. 370)	2449, 5264	State v. Lythgoe, (6 Rich. Law S. C. 112)	1934
State v. Lewis, (5 Mo. App. 465)	679, 1789, 2107	State v. Macalester College, (87 Minn. 165)	4421
State v. Lichte, (326 Mo. 273)	330, 630	State v. McAllister, (38 W. Va. 485)	255
State v. Lichtenstein, (44 W. Va. 99)	1676	State v. MacArthur, (13 Wis. 383)	2239, 2293
State v. Licking County Com'rs., (26 Ohio St. 531)	2700, 4205	State v. McAuliffe, (48 Mo. 112)	5264, 5265
State v. Lieber, (19 Wash. 589)	4194, 4206	State v. McBride, (4 Mo. 303)	1306
State v. Lien, (9 S. D. 297)	1717	State v. McCammon, (11 Mo. App. 626)	2122
State v. Lincoln, (4 Neb. 260)	1077, 1082	State v. McCance, (110 Mo. 398)	2394, 2397
State v. Lincoln, (68 Neb. 597)	2705	State v. McCaffery, (160 Mo. 317)	5238
State v. Lindell Ry. Co., (151 Mo. 162)	520, 521, 1694	State v. McCahn, (11 Mo. App. 596)	1046
State v. Lincoln Street Ry., (80 Neb. 333)	3431	State v. McCann, (88 Mo. 336)	5254, 5256, 5257
State v. Linden Tp., (80 N. J. L. 158)	3542	State v. McCarty, (62 Minn. 509)	2603
State v. Lindsay, (34 Ark. 372)	1420	State v. McCarty, (87 Minn. 88)	4150
State v. Lingo, (26 Mo. 496)	1235, 1236, 5240	State v. McClain, (187 Mo. 409)	5240, 5241, 5250, 5252
State v. Linn County Court, (44 Mo. 504)	380, 4822, 4945		
State v. Liverpool, etc. Ins. Co., (40 La. Ann. 463)	2223		
State v. Livingston Concrete B. & M. Co. (34 Mont. 570)	2181		
State v. Lloyd, (133 Wis. 468)	2817		
State v. Lochte, (45 La. Ann. 1405)	1547, 1984, 1998, 2293, 2809		

TABLE OF CASES.

6125

(References are to Pages.)

State v. McCollister, (11 Ohio 46)	1004	State v. Madison, (7 Wis. 688) 2474, 4696, 4814, 4843	
State v. McCoy, (116 N. C. 1059)	1422	State v. Madison Street Ry. Co., (72 Wis. 612)	3368
State v. McCracken, (60 Mo. App. 650)	5265	State v. Mahner, (43 La. Ann. 496)	1601, 1909, 1949, 2217
State v. McCrillis, (28 R. I. 165)	2805	State v. Main, (69 Conn. 123)	1891
State v. McCulla, (16 R. I. 196) 1870, 1963,	2403	State v. Main, (27 Conn. 641) 3157,	3179
State v. McCullough, (20 Nev. 154)	5252, 5253	State v. Mainey, (65 Ind. 404)	3898
State v. McDaniel, (78 Miss. 1)	1186	State v. Malone, (74 Neb. 645)	473
State v. McDavid, (84 Mo. App. 47)	5212, 5215	State v. Maloy, (20 Kan. 619)	447
State v. McDowell, (19 Neb. 442) 1122,	1151	State v. Manchester, (3 Baxt. Tenn. 416)	5229
State v. McEntyre, (3 Ired. 25 N. C. 171)	1035	State v. Manitowoc Waterworks Co., (114 Wis. 487)	3697
State v. McFadden, (23 Minn. 40)	340	State v. Manley, (107 Mo. 364) 1200,	2394
State v. McFarland, (25 La. Ann. 547)	1048	State v. Mannessier, (32 La. Ann. 1308)	1547, 1548
State v. McFarland, (Minn. 105 N. W. 187)	1744	State v. Mansfield, (41 Mo. 470)	2376
State v. McGeary, (69 Vt. 461)	994	State v. Mansfield, (99 Mo. App. 146)	320, 5239, 5246
State v. McGinnis, (37 Ark. 362)	1673	State v. Mansfield Commis- sioners, (23 N. J. L. 510)	2471
State v. McGinnis, (38 Mo. App. 15)	2397	State v. Marion, (21 Kan. 419)	2608
State v. McGonagle, (38 Utah 277)	4417	State v. Marion County Court, (128 Mo. 427)	468, 5294
State v. McGowan, (138 Mo. 187) 341, 930, 931, 5277,	5303	State v. Marion County Com'rs, (39 Ohio St. 188)	2690, 2697, 2703, 2707, 5289
State v. McGrath, (73 Mo. 181)	2397	State v. Marion Heating & Light- ing Co., (Ind. 1910, 92 N. E. 731)	2773, 3773
State v. McGrath, (91 Mo. 386) 2632, 2704, 5273,	5289	State v. Marlow, (15 Ohio St. 114)	1030
State v. McIlraith, (113 Minn. 237)	4627, 4760	State v. Marmouget, (110 La. 191)	2374, 2376, 2385, 2433, 2451
State v. McKee, (69 Mo. 504) 407,	733	State v. Marshall, (82 Mo. 484)	5265
State v. McKee, (150 Mo. 233) 5265,	5302	State v. Marston, (6 Kan. 524)	5266
State v. McKee, (20 Ore. 120) 1287,	1360	State v. Martin, (160 Ala. 191)	611
State v. McKenzie, (9 Ohio Cir. Ct. N. S. 105)	2665	State v. Martin, (27 Neb. 441) 814, 967, 4641, 5146,	5149
State v. McKone, (95 Wis. 216)	1053	State v. Martindale, (47 Kan. 147)	2181
State v. McLean County, (11 N. D. 356)	364, 686, 5240, 5246, 5247	State v. Mason, (14 La. Ann. 505)	5251
State v. McMahan, (76 Conn. 97)	1429, 1989, 4386	State v. Mason, (4 Mo. App. 377) 979,	1000
State v. McMahan, (62 Minn. 110)	2143	State v. Mason, (77 Mo. 189)	1028
State v. McMahan, (69 Minn. 265)	1961, 2260, 2445	State v. Mason, (82 Mo. App. 239)	5264
State v. McMahan, (14 R. I. 285)	1752	State v. Mason, (153 Mo. 23) 384, 414, 417, 429, 456, 526, 531, 961, 1400, 4579, 4597, 5048, 5141, 5282,	5301
State v. McMillan, (108 Mo. 153) 365, 5240, 5247,	5249	State v. Mason, (155 Mo. 486) 456, 782, 987, 1289,	1523
State v. McMillan, (15 Ohio Cir. Ct. 163)	1000	State v. Mason, (3 Lea. 71, Tenn. 649)	1867, 1876
State v. McMillen, (23 Neb. 385)	994	State v. Mason, (45 Wash. 234)	1717
State v. McNally, (48 La. Ann. 1450)	1492, 1861, 2184	State v. Massey, (103 N. C. 356) 1785,	1789
State v. McNinch, (87 N. C. 567)	2126	State v. Mastin, (103 Mo. 508) 4828,	5035
State v. McQuade, (12 Wash. 554)	1231	State v. Matheny, (7 Kan. 327)	1036
State v. McQuade, (36 Wash. 579) 5268, 5271,	5282	State v. Mathews, (44 Mo. 523)	1433
State v. MacReynolds, (61 Mo. 203)	297, 301, 323, 599, 630, 632, 5237	State v. Matthews, (153 Ala. 646)	355, 422, 994
State v. Maciniak, (97 Minn. 355) 2317, 2332,	2361	State v. Matthews, (81 S. C. 414)	2705
State v. Mack, (41 La. Ann. 1079)	2293	State v. Matthews, (44 W. Va. 372)	5251
State v. Macklin, (51 Mo. App. 129)	359	State v. Mattingly, (79 Ohio St. 79)	2443
State v. Macon County Court, (41 Mo. 453)	872, 1781, 4610	State v. Maughan, (35 Utah, 426) 2287,	2291
State v. Macy, (72 Mo. App. 427)	361	State v. Maxfield, (9 Ohio Cir. Ct. R. 26)	319
State v. Madison, (63 Me. 546)	5231		
State v. Madison, (136 Mo. 323)	5217		
State v. Madison, (15 Wis. 30)	1267		

(References are to Pages.)

State v. May, (106 Mo. 488) 801, 935, 936, 943, 945, 972, 1006, 1025, 1026, 1387, 5279	State v. Milwaukee, (86 Wis. 376) 4532
State v. Mayer, (48 La. Ann. 92) 974, 1216, 1252, 1253	State v. Milwaukee, (140 Wis. 38) 2152, 2243
State v. Maynard, (14 Ill. 419)... 2296	State v. Milwaukee County Supervisors, (25 Wis. 339).... 451
State v. Mayo, (106 Me. 62) 1885, 2036, 2038, 2039	State v. Milwaukee Electric R., etc. Co., (144 Wis. 386)...1780, 2105, 3774
State v. Mayor, (58 Mo. App. 124) 5301	State v. Milwaukee Gaslight Co., (29 Wis. 454) 3411
State v. Maysville, (12 S. C. 76) 4951	State v. Milwaukee Independent Telephone Co., (133 Wis. 583, 2193, 3369, 3382, 3468, 3513, 3536, 3565, 3770
State v. Mead, (71 Mo. 266) 1289, 1342, 1483, 1507, 1847, 1950, 5278	State v. Milwaukee, etc. R. Co., (45 Wis. 579) 246
State v. Meehan, (45 N. J. L. 189) 1278, 5243	State v. Milwaukee, etc. R. Co., (116 Wis. 142) 3370
State v. Mee, (129 Mo. 431) 5254	State v. Minden, (84 Neb. 193)... 5133
State v. Megown, (89 Mo. 156) 5265, 5278, 5274	State v. Minneapolis, (40 Minn. 483) 3147
State v. Meier, (143 Mo. 439) 1289, 5276, 5278	State v. Minneapolis, etc. R. Co., (39 Minn. 219) 1862
State v. Meier, (96 Mo. App. 160) 5301	State v. Minnesota Thresher Mfg. Co., (40 Minn. 213) 3261
State v. Menaugh, (151 Ind. 260) 1053, 1066	State v. Minnesota Transfer R. Co., (80 Minn. 108).....2569, 2580, 2585, 2721
State v. Menzie, (17 S. D. 535)... 1717	State v. Minnetonka, (57 Minn. 526) 264, 631
State v. Merrill, (37 Me. 329) 719, 1900, 1982, 2172	State v. Mississippi River Bridge Co., (184 Mo. 321) 4948
State v. Merrit, (35 Conn. 314) 1991, 1992	State v. Missouri & Kan. Tel. Co., (189 Mo. 83) 515, 814, 3335, 3700, 3701, 3708, 5264
State v. Merritt, (83 N. C. 677) 2319, 2325	State v. Missouri, etc. R. Co., (164 Mo. 208) 794, 811
State v. Merry, (3 Mo. 278)...1000, 1805, 5240	State v. Missouri Pacific R. Co., (33 Kan. 176) 1960
State v. Messervy, (86 S. C. 501). 1045	State v. Missouri Pacific R. Co., (76 Kan. 467) 1698
State v. Messolongitis, (74 Minn. 165) 2912	State v. Missouri Pacific R. Co., (71 Mo. App. 385) 2039
State v. Metcalf, (65 Mo. App. 681) 2113	State v. Missouri Pacific R. Co., (92 Mo. 137) 1609
State v. Metzger, (43 N. J. L. 170) 5026	State v. Missouri Pacific Ry. Co., (114 Mo. 283) 5308
State v. Meyers, (80 Mo. 601).... 2272	State v. Mitchell, (22 Ohio Cir. Ct. R. 208) 317, 338
State v. Meysenberg, (171 Mo. 1) 1201	State v. Mitchell, (58 Ia. 567).... 2815
State v. Michellon, (42 N. J. L. 405) 918, 1020	State v. Mitchell, (50 Kan. 289)... 1231
State v. Michigan City, (138 Ind. 455) 3907, 4004, 4104, 4129, 4364	State v. Mitchell, (12 Ohio Cir. Dec. 288) 317
State v. Miksicek, (225 Mo. 561). 2179	State v. Mitchell, (31 Ohio St. 592).....447, 466, 4512, 4517, 4518
State v. Miles, (138 Ind. 692).... 4037	State v. Mobile, (24 Ala. 701) 379, 575, 699, 1795
State v. Millar, (21 Okla. 448)... 4621	State v. Mobile, (5 Port. Ala. 279) 2133, 2918, 4932, 4299
State v. Miller, (41 La. Ann. 53) 2090	State v. Moehlenkamp, (133 Mo. 134) 4220
State v. Miller, Judge, (109 La. 704) 2431	State v. Mohr, (55 Mo. App. 329) 2113, 2114
State v. Miller, (66 Minn. 90).... 1017	State v. Moniteau Co. Court, (45 Mo. App. 387) 5205, 5216
State v. Miller, (16 Mo. App. 539) 950	State v. Monroe, (16 La. Ann. 395) 2290
State v. Miller, (45 Mo. 495).... 1483	State v. Monroe, (40 Wash. 545) 3565
State v. Miller, (66 Mo. 328)...380, 541, 544, 682, 685, 692, 2745	State v. Montgomery, (74 Ala. 226) 4935
State v. Miller, (100 Mo. 439) 465, 471, 473, 483, 1483, 1760	State v. Montgomery, (92 Me. 433) 2145
State v. Miller, (45 N. J. L. 251) 1297, 1311, 1501	State v. Moody, (24 Mo. 560).... 2376
State v. Miller, (30 Ohio Cir. Ct. 460) 2644	State v. Moore, (74 Mo. 413).... 1180
State v. Miller, (62 Ohio St. 436) 1022, 1310	State v. Moore, (84 Mo. App. 11) 5206, 5212, 5216
State v. Miller, (194 Fed. 775) 5405, 5419	State v. Moore, (96 Mo. App. 431) 5301
State v. Milligan, (3 Wash. St. 144) 2681, 2704	State v. Moore, (107 Mo. 78).... 959
State v. Mills, (24 N. J. L. 177)... 1801	
State v. Mills, (142 Ind. 569).... 1137	
State v. Millville, (63 N. J. L. 123) 2041	
State v. Milne, (36 Neb. 301).... 1125	
State v. Milwaukee, (20 Wis. 87) 263, 5190, 5297, 5298	
State v. Milwaukee, (25 Wis. 122) 4954	

(References are to Pages.)

State v. Moore, (45 Neb. 12)	4817, 4826, 4826
State v. Moore, (104 N. C. 714) ..	2124
State v. Moore, (113 N. C. 697) ..	2128
State v. Moores, (55 Neb. 420)	285, 289, 396, 413, 432, 557, 2302
State v. Moores, (56 Neb. 1)	923
State v. Moores, (62 Neb. 245) ..	1206
State v. Morgan's Louisiana, etc.	
S. Co., (111 La. 120)	2220
State v. Morris, (43 La. 192)	5290
State v. Morris, (47 La. Ann.	
1660)	1581, 1617, 2402
State v. Morris, (67 ..	5280
State v. Morris, (14 ..	1032
State v. Morrison, (..	1027
State v. Morristown, ..	
57)	1897
State v. Morristown, ..	
445)	1516, 153
State v. Mosby, (..	
571)	2114
State v. Moseley, (..	
1287 ..	1287
State v. Moss, (35 M ..	
5209 ..	5209
State v. Moss, (2 J ..	
C. 66)	2373
State v. Moss, (44 Wash. 31)	4767
State v. Mote, (48 Neb. 682)	630, 1780, 5245
State v. Mott, (61 Md. 297)	793, 1428, 1942, 2302
State v. Mott, (111 Wis. 19)	1283, 1292, 1214
State v. Moultrieville, (1 Rice	
Law S. C. 152)	1666, 2348
State v. Mountain Spring Co., (56	
Wash. 176)	8672
State v. Muir, (136 Mo. App. 118)	2208
State v. Muir, (164 Mo. 510)	1876
State v. Mullen, (35 La. 199)	595
State v. Mulvihill, (113 Mo. App.	
324)	5216
State v. Mumford, (73 Mo. 647) ..	2117
State v. Municipal Court, (32	
Minn. 329)	1421, 2125
State v. Municipal Court, (89	
Wis. 258)	2267
State v. Murfreesboro, (11	
Humph Tenn. 217)	5232
State v. Murphy, (130 Mo. 10)	521, 2014, 2472, 5277
State v. Murphy, (132 Mo. 382) ..	5230
State v. Murphy, (124 Mo. 548)	523, 781, 842, 847, 2012, 2014,
2029, 2585, 2834, 2900, 3391,	3401, 3403, 3532, 3546, 3556,
4128, 5264 ..	5264
State v. Murphy, (20 N. D. 427)	4492, 4541
State v. Murphy, (170 U. S. 78)	8515
State v. Murray, (41 Minn. 128)	916
State v. Murray, (28 Wis. 96)	994
State v. Mutty, (39 Wash. 624)	4777, 4974, 5018
State v. Myers, (52 Wis. 628)	420
State v. Namias, (49 La. Ann.	
618)	2141
State v. Napier, (7 La. 425)	5272
State v. Nash, (82 Mo. App. 509)	5201
State v. Nash, (66 Ohio St. 612)	1717
State v. Nashville, (83 Tenn. 697)	1128, 1416, 1422
State v. Natal, (39 La. Ann. 439)	154, 675, 1611, 2359, 2263
State v. Natal, (42 La. Ann. 612)	2143
State v. National School of Oste-	
opathy, (76 Mo. App. 439)	5228
State v. Nealon, (73 N. J. L. 100)	426
State v. Nebraska Tel. Co., (127	
La. 194)	1386,
1482, 1485, 2320, 2321 ..	2321
State v. Nebraska Tel. Co., (17	
Neb. 128)	2522
State v. Neel, (48 Ark. 283)	2446
State v. Neely, (30 S. C. 587)	274
State v. Neldt, (N. J. Eq. 19 Atl.	
318)	1912, 1919, 1942
State v. Nelson, (10 Idaho 522) ..	2121
State v. Nelson, (19 Mo. 293)	2114
State v. Nelson, (68 Minn. 168)	2151, 2152
State v. Nelson, (21 Neb. 572)	5270
State v. Nemaha, (10 Neb. 32)	4096
State v. Neodesha, (3 Kan. App.	
319)	2928, 2947, 4289, 4442
State v. Neosho, (203 Mo. 40)	4682, 4726
State v. Neosho, (57 Mo. App.	
192)	5216
State v. Nerry, (105 Mo. App.	
458)	5263, 5301, 5308
State v. Neville, (110 Mo. 345) ..	5308
State v. Nevins, (19 Nev. 162)	1180
State v. New Brunswick, (2 N. J.	
L. 240)	1648
State v. New Brunswick, (30 N.	
J. L. 395)	2912, 4066
State v. New Brunswick, (42 N.	
J. L. 510)	4862
State v. New Brunswick, 44 N. J.	
L. 116)	4466
State v. New Madrid County	
Court, (51 Mo. 82)	2551
State v. New Orleans, (15 La.	
Ann. 354)	987
State v. New Orleans, (20 La.	
Ann. 172)	1145,
1148, 2594, 2596, 2765 ..	2765
State v. New Orleans, (20 La.	
Ann. 129)	5297
State v. New Orleans, (32 La.	
Ann. 493)	1654
State v. New Orleans, (33 La.	
Ann. 709)	4984
State v. New Orleans, (37 La.	
Ann. 13)	541, 4971, 5299
State v. New Orleans, (41 La.	
Ann. 156)	974
State v. New Orleans, (48 La.	
Ann. 642)	2694
State v. New Orleans, (50 La.	
Ann. 830)	804, 4601, 5313
State v. New Orleans, (51 La.	
Ann. 699)	4195
State v. New Orleans, (52 La.	
Ann. 1604)	5287
State v. New Orleans, (106 La.	
469)	5042
State v. New Orleans, (107 La.	
622)	1129,
1209, 1224, 1233, 1259, 5279 ..	5279
State v. New Orleans, (109 La.	
110)	5042
State v. New Orleans, (111 La.	
274)	4682
State v. New Orleans, (116 La.	
351)	4633, 5191
State v. New Orleans, (Man.	
Unrep. Cas. La. 249)	4762
State v. New Orleans & C. R. Co.,	
(37 La. Ann. 589)	1412, 1624
State v. New Orleans Gaslight	
Co., (108 La. 67)	3773
State v. New Whatcom, (3 Wash.	
7)	312, 269, 676, 677, 1483
State v. New York, (3 Duer	
119)	3489, 3522

(References are to Pages.)

State v. New York, etc. R. Co., (81 Conn. 645)	3479	State v. Oakland, (69 Kan. 784) ..	336
State v. Newark, (25 N. J. L. 399)	1291, 1502, 1503, 4532	State v. Oakwood, St. Ry., (30 Ohio Cir. Ct. 632)	1836
State v. Newark, (30 N. J. L. 303)	1343, 1525, 1726	State v. Oates, (86 Wis. 634)	1025
State v. Newark, (31 N. J. L. 360)	3976, 4439	State v. O'Brian, (68 Mo. 153) ..	1049, 1278
State v. Newark, (34 N. J. L. 236)	4088	State v. O'Brien, (74 Mo. 549)	2338
State v. Newark, (34 N. J. L. 264)	1962, 3027	State ex rel. v. O'Brien, (89 Mo. 631)	667, 4980
State v. Newark, (36 N. J. L. 170)	4478	State v. O'Brien, (47 Ohio St. 466)	1033
State v. Newark, (37 N. J. L. 415)	4328, 4331, 4338, 4456	State v. Ocean Beach, (48 N. J. L. 375)	332
State v. Newark, (40 N. J. L. 550)	302, 447	State v. Ochsner, (9 Mo. App. 216)	2117
State v. Newark, (44 N. J. L. 424)	4512	State v. O'Connor, (81 Minn. 79) ..	305, 320
State v. Newark, (46 N. J. L. 140)	1745	State v. O'Connor, (54 N. J. L. 36)	409, 435
State v. Newark, (47 N. J. L. 117)	846, 1008, 1020, 1398, 1416, 1421	State v. Oddle, (42 Mo. 210)	1814, 1817, 1819, 1825
State v. Newark, (49 N. J. L. 344)	3390	State v. O'Gorman, (68 Mo. 179) ..	1201
State v. Newark, (53 N. J. L. 4)	436, 447, 499, 671	State v. O'Gorman, (75 Mo. 370) ..	1194
State v. Newark, (53 N. J. L. 534)	5120	State v. Ohio, etc. Land Co., (84 Mo. App. 32)	655, 5245, 5247
State v. Newark, (54 N. J. L. 62)	3088, 3124, 3909	State v. O'Laughlin, (19 Kan. 504)	3223
State v. Newark, (54 N. J. L. 102)	3389, 3427	State v. Oleson, (26 Minn. 507) ..	1866
State v. Newark, (57 Ohio St. 430)	1731, 5243, 5244, 5246	State v. Olinger, (109 Ia. 669) ..	765, 1120
State v. Newberry, (12 Rich. Law 339)	5015	State v. Oliver, (116 Mo. 188)	5274, 5276
State v. Newman, (91 Mo. 445) ..	1026, 5264, 5278, 5308	State v. Olson, (Minn. 131 N. W. 1084)	2330
State v. Newman, (96 Wis. 258) ..	1745, 1867, 1873, 2113, 2321, 2367	State v. Omaha, (7 Neb. 267)	280, 4962
State v. Newport, (126 Pac. 637) ..	4649, 4652, 4776	State v. Omaha, (14 Neb. 265)	1992, 5270
State v. Nicholas, (109 La. 84)	1410	State v. Omaha, etc. R. & B. Co., (91 Ia. 517)	3461
State v. Nichols, (83 Minn. 3)	982, 997, 1121	State v. Omaha, etc. R. Co., (113 Ia. 30)	1391, 1408, 1517, 1521, 3587
State v. Nicholson, (102 N. C. 465)	921	State v. O'Neil, (49 La. Ann. 1171)	2063, 1543, 2064
State v. Noble, (118 Ind. 350)	556	State v. Orange, (32 N. J. L. 49)	4067, 4077
State v. Noble, (20 La. Ann. 325)	2359	State v. Orange, (50 N. J. L. 389)	1679
State v. Noblesville, (157 Md. 31)	1218, 1245, 1449, 1515, 1517	State v. Orange, (54 N. J. L. 111)	1522, 3942, 3984, 4013
State v. Nodaway County Court, (80 Mo. 500)	5207	State v. Orear, (144 Mo. 157)	5270, 5277
State v. Nohl, (113 Wis. 15)	1493, 2286, 2291	State v. Orr, (61 Ohio St. 384)	998, 1299, 1307
State v. Nolan, (71 Neb. 136)	414	State v. Orr, (68 Conn. 101)	1953, 1954, 1957, 1959, 1960, 2576
State v. Noland, (111 Mo. 473)	1200	State v. Osawkee Tp., (14 Kan. 418)	4820
State v. Nolle, (96 Mo. App. 524) ..	356	State v. Osborn, (60 Neb. 415)	1717, 1719
State v. Noonan, (59 Mo. App. 524)	1672, 1719, 2261, 5278, 5300	State v. Osborne, (24 Mo. App. 309)	5087, 5279
State v. Norman, (44 Mo. App. 306)	2117	State v. Osburn, (24 Nev. 187)	5210
State v. North Bergen, (39 N. J. L. 694)	4446, 4506	State v. Otis, (53 Minn. 318)	4403
State v. Northampton, (52 N. J. L. 496)	3029	State v. Otis, (68 N. J. L. 64)	926
State v. Northern Bell M., etc. Co., (12 Nev. 89)	2330	State v. Overton, (24 N. J. L. 435)	1404, 1430, 1584
State v. Northfield, (94 Minn. 81) ..	2274	State v. Owsley, (122 Mo. 68)	395, 403, 417, 428, 429, 496, 527, 531, 542, 773, 1778, 1858, 4968, 4978, 5237
State v. Northrup, (79 Neb. 322) ..	318, 919	State v. Pacific, (61 Mo. 155)	4764, 5283, 5310
State v. Norvell, (80 Mo. App. 180)	4633, 5296, 5297, 5310	State v. Padgett, (19 Fla. 518)	925
State v. Noyes, (25 Nev. 31)	2704	State v. Page, (107 Mo. App. 213) ..	356, 5212
State v. Noyes, (30 N. H. 279)	1421, 1898, 1968, 2115	State v. Page, (140 Mo. 501)	1027, 5256
		State v. Painter, (67 Mo. 84)	2393
		State v. Palmer, (10 Neb. 203)	316

TABLE OF CASES.

6129

(References are to Pages.)

State v. Pamperin, (42 Minn. 320)	2118	State v. Pendergrass, (106 N. C. 664)	1911, 2134, 2141
State v. Paris Ry. Co., (55 Tex. 76)	1847	State v. Pensauken Tp., (67 N. J. L. 91)	1491, 1494, 2001
State v. Park Ridge, (61 N. J. L. 151)	4656	State v. Penter, (96 Mo. App. 416)	5300
State v. Parker, (25 Minn. 215)	5242, 5253	State v. People's Slaughterhouse & R. Co., (46 La. Ann. 1031)	2134
State v. Parker, (32 N. J. L. 341)	1310	State v. Perkins, (139 Mo. 106)	811, 1057, 1058
State v. Parker, (26 Vt. 357)	959	State v. Perkins, (24 N. J. L. 409)	2297
State v. Parkville, etc. R. Co., (32 Mo. 496)	5363	State v. Perpetual Ins. Co., (8 Mo. 330)	1730, 5238, 5239
State v. Parler, (52 S. C. 207)	341	State v. Perrine, (34 N. J. L. 254)	5305
State v. Parsons, (124 Mo. 436)	1672, 2145, 2400	State v. Perry, (151 N. C. 661)	1909, 2134, 2141
State v. Parsons, (40 N. J. L. 1)	318, 451	State v. Perrysburg, (14 Ohio St. 472)	873
State v. Passaic, (38 N. J. L. 60)	4440, 4478	State v. Perrysburg, (35 Ohio St. 519)	4877
State v. Passaic, (41 N. J. L. 90)	2608	State v. Perth Amboy, (51 N. J. L. 406)	2330
State v. Passaic, (42 N. J. L. 87)	2358, 2399	State v. Peters, (67 Ohio St. 491)	2297
State v. Passaic, (42 N. J. L. 429)	2306, 2312, 2364	State v. Peterson, (50 Minn. 239)	1212, 1239
State v. Passaic, (45 N. J. L. 146)	4392	State v. Philbrick, (49 N. J. L. 374)	483, 499
State v. Passaic, (54 N. J. L. 340)	4397, 4398	State v. Phillipsburg, (23 Mont. 16)	2761, 3677
State v. Patamia, (34 La. Ann. 750)	1547	State v. Phillips, (26 Kan. 419)	5266, 5272
State v. Paterson, (34 N. J. L. 163)	845, 846, 1710	State v. Phillips, (30 Fla. 579)	917, 1061
State v. Paterson, (35 N. J. L. 190)	918, 1306, 1311, 1318	State v. Phillips, (79 Me. 506)	1022, 1310, 1349
State v. Paterson, (36 N. J. L. 159)	2633	State v. Phillips, (Me. 78 Atl. 283)	2038
State v. Paterson, (37 N. J. L. 412)	4479	State v. Phillips, (102 Mo. 664)	1381
State v. Paterson, (40 N. J. L. 186)	1141, 2595, 5185	State v. Phillips, (134 Wis. 437)	5291
State v. Paterson, (40 N. J. L. 244)	3974	State v. Pierce, (65 Ia. 85)	1444
State v. Paterson, (45 N. J. L. 310)	2069	State v. Pierce, (35 Wis. 93)	1405
State v. Paterson, (53 N. J. L. 120)	528	State v. Pike, (144 Mo. 275)	5264
State v. Paterson, (61 N. J. L. 408)	3140	State v. Pillsbury, (82 Minn. 359)	3979
State v. Paterson Ave., etc. Road Com'rs, (41 N. J. L. 83)	4433	State v. Pilsbury, (30 La. Ann. 705)	4635
State v. Paterson, etc. R. Co., (45 N. J. L. 310)	792	State v. Pilsbury, (31 La. Ann. 1)	4981
State v. Patton, (32 La. Ann. 1200)	917	State v. Pinger, (50 Mo. 486)	433
State v. Patton, (79 Mo. App. 164)	5237	State v. Pinger, (57 Mo. 243)	1201
State v. Patton, (108 Mo. App. 26)	5265	State v. Pinkerman, (63 Conn. 176)	1047, 1064, 1294, 1317
State v. Patton, (131 Mo. App. 628)	1220, 1221	State v. Pitts, (58 Mo. 556)	2393
State v. Patrick & Boyd, (65 Mo. App. 653)	847, 959	State v. Plainfield, (38 N. J. L. 95)	1474, 1516, 4069, 4088, 4466
State v. Payne, (4 Mo. 377)	1776, 1807	State v. Plainfield, (44 N. J. L. 118)	2346, 2418, 2440
State v. Payne, (129 Mo. 468)	5252	State v. Plainfield Water Supply Co., (67 N. J. L. 357)	3365
State v. Payson, (37 Me. 361)	1952	State v. Plambeck, (36 Neb. 401)	5280
State v. Payssan, (47 La. Ann. 1029)	1571, 1953, 1957	State v. Platner, (43 Ia. 140)	2730
State v. Payton, (139 Ia. 125)	922	State v. Platt, (2 S. C. 150)	1374
State v. Peabody, (63 Mo. App. 378)	2292	State v. Plunkett, (18 N. J. L. 5)	1866, 1875
State v. Peacock, (15 Neb. 442)	5288	State v. Pocatello, (2 Idaho 908)	586, 587, 589, 614
State v. Peck, (30 La. Ann. 280)	1079	State v. Police Com'rs, (14 Mo. App. 297)	1055, 1214
State v. Peel Splint Coal Co., (36 W. Va. 802)	2156, 2178	State v. Police Com'rs, (16 Mo. App. 48)	1239, 5220
State v. Peelle, (121 Ind. 495)	558	State v. Police Com'rs, (88 Mo. 144)	5218
State v. Pell City, (157 Ala. 380)	349, 687	State v. Police Com'rs, (80 Mo. App. 206)	408, 1206, 5266, 5279, 5310
State v. Pender, (66 N. C. 313)	968, 2296	State v. Police Com'rs, (80 Mo. App. 238)	5267

(References are to Pages.)

State v. Police Jury, (108 La. 811)	2707	State v. Rainey, (121 N. C. 412) ..	591
State v. Police Jury, (116 La. 767)	2122	State v. Ralls County Court, (45 Mo. 61)	5255
State v. Policemen's Pension Fund, (128 Wis. 122)	5655	State v. Ramon, (10 La. Ann. 426) ..	1235
State v. Pollard, (6 R. L. 290) ..	1422, 1792, 1793, 1870	State v. Ramsey, (29 Minn. 62) ..	4450, 4456
State v. Pond, (33 Mo. 606) ..	492	State v. Ramsey, (65 N. J. L. 502) ..	3006
State v. Pool, (41 Mo. 32) ..	552, 667, 847, 959, 1539, 1609	State v. Ramsey County Sheriff, (48 Minn. 236) ..	1802, 1965, 1974
State v. Portage, (12 Wis. 582) ..	2940, 2950, 4931, 4449	State v. Rankin, (11 S. D. 144) ..	1670
State v. Portage City Water Co., (107 Wis. 441) ..	2365, 2368, 2369, 2770, 5226	State v. Ransom, (73 Mo. 78) ..	1056, 1511, 1793
State v. Porter, (7 Ind. 204) ..	1029	State v. Raritan Tp., (52 N. J. L. 319) ..	4920
State v. Porter, (113 Ind. 79) ..	967, 1299	State v. Ratterman, (18 Ohio Cir. Ct. R. 36) ..	2692
State v. Portland, (74 Mo. 258) ..	5236, 5231	State v. Ray, (97 N. C. 510) ..	361
State v. Portland Ry., Light & Power Co., (56 Ora. 32) ..	1509, 2422	State v. Ray, (121 N. C. 814) ..	1616, 2120
State v. Poucher, (98 Mo. App. 109) ..	1011	State v. Ray County Court, (52 Mo. 27) ..	5204
State v. Poulterer, (16 Cal. 514) ..	2241	State v. Rayantia, (55 Minn. 125) ..	2289
State v. Powell, (44 Mo. 426) ..	5202	State v. Read, (50 La. Ann. 445) ..	2374
State v. Powell, (47 Mo. 395) ..	1180	State v. Reader, (60 Ia. 527) ..	360, 361
State v. Powell, (97 N. C. 417) ..	2309, 2372	State v. Reads, (76 Minn. 69) ..	678, 1782
State v. Powell, (100 N. C. 525) ..	2221, 2220	State v. Real Estate Bank, (6 Ark. 595) ..	2261
State v. Powers, (65 Mo. 320) ..	5212	State v. Reardon, (161 Ind. 249) ..	5251
State v. Powers, (28 Ohio St. 54) ..	483	State v. Rebassa, (9 La. Ann. 205) ..	2221
State v. Powles, (126 Mo. 276) ..	5257	State v. Rebenack, (125 Mo. 340) ..	5237
State v. Pratt, (90 Minn. 46) ..	2919, 2946	State v. Reber, (226 Mo. 329) ..	1082, 1168, 4425
State v. Pratt, (59 Vt. 590) ..	1677	State v. Reckarda, (21 Minn. 47) ..	2326, 2349
State v. Prescott, (27 Vt. 194) ..	2261	State v. Recorder of Mortgages, (45 La. An. 565) ..	6008
State v. Preston, (4 Idaho, 215) ..	1865, 2249, 2415	State v. Red Lake County Com'rs., (67 Minn. 252) ..	222, 241
State v. Price, (60 Ala. 582) ..	5236	State v. Red Lake County Com'rs., (67 Minn. 519) ..	322, 365
State v. Pritchard, (36 N. J. L. 161) ..	1072, 1212	State v. Red Lodge, (20 Mont. 328) ..	2790, 2830, 2882, 2546, 2772
State v. Priestor, (42 Minn. 272) ..	1305, 1310, 2272	State v. Redding, (84 Kan. 454) ..	2422
State v. Printing Com'rs., (18 Ohio St. 384) ..	2706, 2707	State v. Redmon, (43 Minn. 250) ..	2216
State v. Probate Court, (28 Mo. 529) ..	1781	State v. Reed, (123 La. 411) ..	5110
State v. Proctor, (90 I. 1790, 17) ..	2, 2810	State v. Reed (43 N. J. L. 126) ..	2901
State v. Public Schools, (296) ..	1717, 17	State v. Register, (59 Md. 283) ..	1249
State v. Pugh, (43 Ohio 16) ..	499	State v. Reis, (28 Minn. 271) ..	4460
State v. Pulto, (7 Ohio S 4) ..	1689	State v. Renick, (157 Mo. 292) ..	2270, 2420, 2422, 2423, 5264
State v. Pullman, (75 K Ct. Rep. 204) ..	1681	State v. Reynolds, (190 Mo. 578) ..	5206, 5210
State v. Pullman, (22 Wash. 522) ..	2725, 2842, 4007	State v. Reynolds, (209 Mo. 161) ..	5221
State v. Putnam County, (22 Fla. 622) ..	5291	State v. Reynolds, (14 Mont. 282) ..	2121
State v. Quayle, (26 Utah, 26) ..	4682, 4692	State v. Rice, (27 N. C. 421) ..	1562, 2071
State v. Quinn, (170 Mo. 176) ..	2328	State v. Richards, (74 Conn. 57) ..	2920, 2922
State v. Quinn, (40 Mont. 472) ..	5054	State v. Richards, (22 W. Va. 248) ..	1622
State v. Racine, (22 Wis. 258) ..	5272, 5297	State v. Richardson, (24 Minn. 115) ..	2224, 2229
State v. Rackliffe, (164 Mo. 452) ..	1075	State v. Richardson, (1 R. L. 49) ..	2219
State v. Ragsdale, (59 Mo. App. 590) ..	1291	State v. Rickarda, (16 Mont. 145) ..	2639
State v. Rahway, (22 N. J. L. 111) ..	1022	State v. Ricksecker, (73 Kan. 495) ..	356
State v. Rahway, (51 N. J. L. 279) ..	5021	State v. Rielly, (4 Mo. App. 292) ..	2292
State v. Rahway, (68 N. J. L. 510) ..	1709, 5211	State v. Riley, (49 La. Ann. 1617) ..	1744, 2116, 2402
State v. Railroad Commissioners, (27 N. J. L. 228) ..	721	State v. Riordan, (24 Wis. 484) ..	202, 451, 452
State v. Rainey, (74 Mo. 229) ..	5296, 5297, 5299	State v. Riplinger, (20 Wash. 281) ..	768, 4627
		State v. Rives, (12 Ark. 721) ..	4771
		State v. Robb, (100 Mo. 180) ..	1744
		State v. Robbins, (54 N. J. L. 566) ..	1739, 5229
		State v. Robert P. Lewis Co., (72 Minn. 87) ..	2842, 4294

TABLE OF CASES.

6131

(References are to Pages.)

State v. Robert P. Lewis Co., (32 Minn. 290).....	2342	State v. St. Louis, (90 Mo. 19).....	1205, 1210, 1214
State v. Roberts, (152 Mo. 112).....	5227	State v. St. Louis, (145 Mo. 551).....	1531, 1642
State v. Robertson, (45 La. Ann. 954).....	781, 1903, 1911, 2074	State v. St. Louis, (145 Mo. 551).....	2013, 2014, 2394, 5264, 5295, 5307
State v. Robertson, (24 N. J. L. 594).....	4421	State v. St. Louis, (158 Mo. 505).....	829, 3920, 5274, 5276
State v. Robertson, (126 N. C. 587).....	2231	State v. St. Louis, (161 Mo. 271).....	1422, 2020, 2275, 2404, 4053, 5277, 5282
State v. Robinson, (42 Minn. 107).....	2247, 2252	State v. St. Louis, (169 Mo. 31).....	1489, 2451, 4141, 4602
State v. Robitshek, (60 Minn. 122).....	1876, 2217	State v. St. Louis, (174 Mo. 125).....	1111, 1113, 1127, 5049
State v. Roby, (142 Ind. 168).....	1836	State v. St. Louis, (182 Mo. 280).....	4426
State v. Robyn, (92 Mo. 295).....	5926	State v. St. Louis Board of Health, (90 Mo. 169).....	1211
State v. Rocha, (37 Mo. App. 480).....	2164, 2394	State v. St. Louis Board of Health, (18 Mo. App. 8).....	1942, 2392, 2411
State v. Rocky Mountain Bell Tel. Co., (27 Mont. 294).....	1630	State v. St. Louis Circuit Court, (1 Mo. App. 502).....	3936, 5302
State v. Rodman, (26 S. C. 154).....	2812	State v. St. Louis Club, (125 Mo. 308).....	5222
State v. Rogers, (31 Mont. 1).....	261	State v. St. Louis County Court, (34 Mo. 546).....	380, 384, 414, 415, 417, 526, 531, 542
State v. Rohart, (32 Minn. 257).....	2545	State v. St. Louis County Court, (42 Mo. 495).....	5141
State v. Rombauer, (101 Mo. 439).....	496, 497	State v. St. Louis County Court, (47 Mo. 594).....	5211, 5212
State v. Rombauer, (105 Mo. 103).....	5219	State v. St. Louis County Court, (142 Mo. 575).....	5277
State v. Roney, (82 Ohio St. 276).....	5054	State v. St. Louis Court of Appeals, (99 Mo. 216).....	2449, 2450, 5209, 5220
State v. Roper, (46 Neb. 724).....	920	State v. St. Louis Court of Criminal Correction, (41 Mo. 598).....	5265
State v. Rose, (74 Kan. 250).....	1027	State v. St. Louis, etc. Ins. Co., (8 Mo. 220).....	5225
State v. Rose, (84 Mo. 1192).....	1027, 5237, 5240	State v. St. Louis Pol. Comra., (52 Mo. 144).....	1455
State v. Rose, (140 Wis. 260).....	268, 2705	State v. St. Louis, etc. R. Co., (74 Mo. 183).....	4959
State v. Rosenbaum, (60 Conn. 237).....	2279	State v. St. Louis, etc. Ry. Co., (77 Mo. 220).....	4496
State v. Rosenthal, (75 Vt. 295).....	1274	State v. St. Louis, etc. R. Co., (117 Mo. 1).....	495, 772, 1778
State v. Rosewater, (79 Neb. 450).....	1056	State v. St. Louis School Board, (121 Mo. 505).....	1717, 5287, 5303
State v. Ross, (49 Mo. 416).....	1767, 1790, 1791, 2450	State v. St. Louis School Board, (124 Mo. 296).....	5228
State v. Ross, (126 Mo. 259).....	1226, 1227	State v. St. Mary's, etc. Petroleum Co., (58 W. Va. 108).....	1647, 1742
State v. Ross, (46 Wash. 28).....	1226, 1227	State v. St. Paul, (24 Minn. 250).....	5210
State v. Rothschild, (19 Mo. App. 127).....	2117	State v. St. Paul, (36 Minn. 529).....	4419, 4422
State v. Rotwitt, (16 Mo. 9).....	2795	State v. St. Paul, (98 Minn. 232).....	2094
State v. Rouch, (47 C. 478).....	2429	State v. St. Paul, (107 La. 777).....	4684
State v. Routh, (61 Mo. 5).....	921	State v. St. Paul City R. Co., (Minn. 125 N. W. 970).....	2515, 2774
State v. Rowe, (72 Mo. 1).....	2122	State v. St. Paul, etc. R. Co., (25 Minn. 121).....	2970
State v. Rowley, (12 Mo. 101).....	2271	State v. Saline, (19 Neb. 253).....	2703
State v. Royse, (3 N. 1).....	4962	State v. Saline County Court, (51 Mo. 350).....	5222
State v. Royse, (7 Mo. App. 1985).....	4926	State v. Salt Lake City, (25 Utah 26).....	4855, 4672
State v. Ruark, (3 Mo. App. 225).....	5294	State v. Sanders, (22 Mo. App. 23).....	1292
State v. Rubey, (77 Mo. 610).....	1180, 1200	State v. Sanders, (68 S. C. 192).....	1266, 1272
State v. Rucker, (24 Mo. 557).....	2279	State v. Sappington, (57 Mo. 529).....	612
State v. Ruff, (30 La. Ann. 497).....	1555, 2217	State v. Sappington, (68 Mo. 454).....	1194
State v. Ruff, (4 Wash. 234).....	1037	State v. Sargent, (145 Ia. 298).....	5046, 5048
State v. Ruhe, (24 Nev. 251).....	671, 926, 929, 935, 2352, 2361, 4670		
State v. Rusk, (55 Wis. 465).....	764, 955, 956		
State v. Russell, (17 Mo. App. 16).....	2117		
State v. Russell, (52 Mo. 643).....	2351		
State v. Russell, (1 Tenn. Ch. App. 554).....	995		
State v. Rutherford, (52 N. J. L. 499).....	3961, 4045, 4221		
State v. Sadler, (25 Nev. 121).....	920, 5251		
State v. St. Bernard, (10 Ohio Cir. Ct. 74).....	2701		
State v. St. Joseph, (37 Mo. 270).....	769, 926, 959		
State v. St. Louis, (52 Mo. 574).....	4224		
State v. St. Louis, (56 Mo. 277).....	2022, 2972, 4060, 4672		
State v. St. Louis, (72 Mo. 435).....	769, 920, 921		

(References are to Pages.)

State v. Sarradat, (46 La. 700)	2134, 2135	State v. Segel, (60 Minn. 507)	2168, 2279
State v. Savannah, (R. M. Charl. Ga. 250)	513, 765	State v. Seibert, (123 Mo. 24)	557, 1912, 5301
State v. Savannah, (1 T. U. P. Charlton Ga. 235)	2315, 2371	State v. Seibert, (130 Mo. 202)	5141, 5264
State v. Saxon, (25 Fla. 792)	1057, 5279, 5280	State v. Sellner, (17 Mo. App. 39)	2117
State v. Scaggs, (33 Mo. 92)	2114	State v. Several Parcels of Land, (76 Neb. 320)	3924
State v. Scarritt, (128 Mo. 331)	5220	State v. Several Parcels of Land, (78 Neb. 703)	685
State v. Schlemmer, (42 La. Ann. 1166)	1895, 1964	State v. Several Parcels of Land, (79 Neb. 638)	3155, 3165
State v. Schlenker, (122 Ia. 642)	2150, 2395	State v. Severance, (Me. 2 New Eng. Rep. 425)	2300
State v. Schmidt, (41 La. Ann. 27)	2143	State v. Severance, (55 Mo. 378)	309, 1775, 1776, 1778, 1780
State v. Schmitz, (36 Mo. App. 550)	5309, 5310	State v. Severance, (49 Mo. 401)	819, 1739
State v. Schnecko, (11 Mo. App. 165)	5300	State v. Sevler, (117 Ind. 338)	1444, 2125
State v. Schneider, (47 Mo. App. 669)	5206	State v. Shannon, (130 Mo. App. 90)	1969, 2064
State v. Schoenig, (72 Minn. 528)	1748	State v. Shannon, (133 Mo. 139)	943, 936, 1039, 5300
State v. School Board, (131 Mo. 505)	1713, 1717	State v. Shawnee Co., (57 Kan. 267)	2643, 2648
State v. School District, (34 Kan. 237)	4846	State v. Shea, (106 Ia. 735)	1204
State v. School District, (85 Minn. 230)	688	State v. Shearer, (29 Neb. 477)	5306
State v. School District, (16 Neb. 182)	280	State v. Shearer, (46 Ohio St. 275)	469
State v. School District, (30 Neb. 520)	5165	State v. Shearman, (51 Kan. 686)	1215
State v. School District, (31 Neb. 552)	5087	State v. Sheboygan, (111 Wis. 23)	3370, 3380, 3405, 3541, 3543
State v. School District, (42 Neb. 499)	280	State v. Sheboygan, (114 Wis. 505)	2193
State v. School District, (18 N. D. 616)	4892, 4893	State v. Shedrol, (75 Vt. 277)	2226
State v. Schroeder, (51 Ia. 197)	1908	State v. Sheets, (26 Utah 105)	1022, 1023
State v. Schroeder, (79 Neb. 759)	1043	State v. Shelby, (36 Ohio St. 326)	2690, 5290
State v. Schuchardt, (42 La. Ann. 49)	2061, 2062, 2068, 2069	State v. Shelby County Taxing District, (16 Lea, 84 Tenn. 240)	1867, 1876, 2445
State v. Schuchmann, (133 Mo. 111)	989, 1737, 2195, 2197	State v. Shelbyville, (4 Sneed, Tenn. 176)	5230
State v. Schweikardt, (109 Mo. 496)	398, 506, 511, 1032, 2124, 2273, 2527, 2534, 2544, 2545, 3902	State v. Sheldon, (53 Neb. 365)	4975
State v. Schwin, (65 Wis. 207)	3200	State v. Shelton, (154 Mo. 670)	5207
State v. Scott, (96 Mo. App. 620)	5212	State v. Shepherd, (74 Mo. 310)	5018
State v. Scott, (17 Neb. 686)	2704, 5237	State v. Sheppard, (64 Minn. 287)	2032
State v. Scott, (98 Tenn. 254)	1676	State v. Sherman, (42 Mo. 210)	1810, 1813
State v. Scott County Com'rs, (58 Kan. 491)	4868	State v. Sherrard, (17 N. C. 716)	2162
State v. Scougal, (3 S. D. 55)	1911	State v. Sherwood, (15 Minn. 221)	5280
State v. Searcy, (20 Mo. 489)	2238	State v. Shields, (4 Mo. App. 259)	496
State v. Searle, (76 Neb. 272)	4831	State v. Shifflett, (20 Mo. 415)	2338
State v. Seattle, (42 Wash. 370)	4472, 4502, 5286	State v. Shorey, (48 Ore. 396)	2178
State v. Seattle, (57 Wash. 602)	2972	State v. Shortell, (93 Mo. 123)	2397
State v. Seattle, (59 Wash. 68)	5346	State v. Shreveport, (27 La. Ann. 623)	4649
State v. Seattle, (65 Wash. 645)	5054	State v. Shreveport, (124 La. 178)	846, 1148
State v. Seattle (Wash. 109 Pac. 309)	1509	State v. Shropshire, (4 Neb. 411)	1717
State v. Seattle Lighting Co., (60 Wash. 81)	3654, 3662, 3664	State v. Shufford, (77 Kan. 263)	362, 5039
State v. Seavey, (22 Neb. 454)	389, 396, 413, 414, 415, 974, 980, 991, 3902	State v. Sickmann, (65 Mo. App. 499)	896, 898
State v. Seay, (64 Mo. 89)	1042, 1051	State v. Sillon, (21 Kan. 207)	332
State v. Secretary of State, (33 Mo. 293)	5278	State v. Silva, (130 Mo. 440)	2394
State v. Secretary of State, (40 Wis. 220)	2245	State v. Simmons H'dw. Co., (109 Mo. 118)	1608, 5257
State v. Sedalia Gaslight Co., (34 Mo. App. 501)	3693	State v. Simon, (53 N. J. L. 550)	419
		State v. Simon, (20 Ore. 365)	1064
		State v. Simonds, (3 Mo. 414)	718, 1776, 1807, 1876
		State v. Simons, (32 Minn. 540)	325

TABLE OF CASES.

6133

(References are to Pages.)

State v. Simpson, (91 Me. 83).....	361	State v. Somerset, (44 Minn. 549)	5291
State v. Sinks, (42 Ohio St. 345)	1748	State v. Soragan, (40 Vt. 450)	1831, 2343
State v. Sioux Falls, (25 S. D. 8)	4011, 4500	State v. Souders, (69 Mo. App. 472)	5214, 5215
State v. Slagle, (115 Tenn. 336)	937	State v. South, (136 Mo. 673)...	1737
State v. Slaughter, (70 Mo. 484)	679, 1789	State v. South Orange, (55 N. J. L. 254)	513
State v. Slavens, (75 Mo. 508)	5296, 5297, 5304	State v. Southern Ry. Co., (115 Ala. 250)	4984, 4986
State v. Sloss, (25 Mo. 291).....	555	State v. Southern Ry. Co., (100 Mo. 59)	2450
State v. Slover, (113 Mo. 221)	5212, 5264	State v. Spaude, (37 Minn. 322)...	1778
State v. Slover, (126 Mo. 652)	496, 773	State v. Spaulding, (102 Ia. 639)	938
State v. Slover, (134 Mo. 10)	1781, 5220	State v. Speed, (183 Mo. 186)....	475
State v. Sly, (4 Ore. 277)	1866, 1876	State v. Spencer, (91 Mo. 206)...	407
State v. Small, (131 Mo. App. 470)	323, 338, 362, 624, 631	State v. Speyer, (67 Vt. 502)....	1933
State v. Small, (31 Mo. 197).....	2273, 2401	State v. Spitz, (127 Mo. 248)....	5237
State v. Smith, (67 Conn. 541)	787, 1420, 1747, 2198, 2199	State v. Spokane, (24 Wash. 53)	3387, 3406
State v. Smith, (72 Conn. 572)...	1240	State v. Spokane, (62 Wash. 96)...	3144
State v. Smith, (8 Blackf. Ind. 489)	2370	State v. Spokane, (65 Wash. 385)	5268, 5301
State v. Smith, (123 Ia. 654).....	2133, 2143, 2157, 5449	State v. Spokane Street Ry. Co., (19 Wash. 518).....	3217, 3493, 3773
State v. Smith, (31 Ia. 493).....	2264	State v. Springer, (134 Mo. 212)	5206, 5215
State v. Smith, (22 Minn. 218)	915, 916, 1270, 1321, 1324, 1333, 1521, 5287	State v. Springfield Twp., (6 Ind. 83)	513
State v. Smith, (5 Mo. App. 427)	4761	State v. Squire, (39 Ohio St. 197)	1055
State v. Smith, (15 Mo. App. 412)	1086	State v. Squires, (26 Ia. 340).....	432, 494
State v. Smith, (64 Mo. App. 313)	5264	State v. Staley, (38 Ohio St. 259)	5283
State v. Smith, (65 Mo. 464)....	1194	State v. Standard Oil Co., (49 Ohio St. 137)	243
State v. Smith, (87 Mo. 158)	1057, 1058, 1151	State v. Stark, (18 Fla. 255).....	453, 690
State v. Smith, (89 Mo. 408)....	5132	State v. Starkey, (49 Minn. 503)	997, 1076, 1481, 1538, 2062
State v. Smith, (101 Mo. 174)	2441, 5205, 5215	State v. Starr, (78 Conn. 636)	1021, 1022, 1315
State v. Smith, (104 Mo. 419)	2449, 5209	State v. Startup, (39 N. J. L. 423)	1199
State v. Smith, (104 Mo. 661)	5264, 5308	State v. State Board of Health, (103 Mo. 22)	5274, 5304, 5307
State v. Smith, (107 Mo. 527)....	5265	State v. Steamship Constitution, (42 Cal. 578)	1700
State v. Smith, (114 Mo. 180)....	5237	State v. Stearns, (11 Neb. 104)	1717, 5288
State v. Smith, (150 Mo. 75)....	764	State v. Stearns, (31 N. H. 106)	2311, 2381, 2382
State v. Smith, (152 Mo. 512)....	5237	State v. Steers, (44 Mo. 223)	5254, 5255
State v. Smith, (173 Mo. 398)....	5215	State v. Stein, (13 Neb. 529)....	5250
State v. Smith, (176 Mo. 90)....	5215	State v. Stephens, (136 Mo. 537)	5278, 5301
State v. Smith, (23 Mont. 44)....	2705	State v. Stephens, (4 Tex. 137)...	2190
State v. Smith, (35 Neb. 13)	974, 980, 1215	State v. Steunenberg, (5 Idaho 1)	314, 318, 379
State v. Smith, (103 N. C. 403)	2803, 4956	State v. Stevens, (23 Kan. 456)	5266
State v. Smith, (44 Ohio St. 348)	386, 398, 412, 450, 466, 3902	State v. Stevens, (114 N. C. 873)	1876, 2118
State v. Smith, (Ore. 25 Pac. 389)	1287, 1360	State v. Stevens, (29 Ore. 464)...	988
State v. Smith, (10 R. I. 258)...	2397	State v. Stevenson, (109 N. C. 730)	1679
State v. Smith, (3 Helsk Tenn. 465)	1444, 2125	State v. Stewart, (32 Mo. 379)	5238, 5240, 5241
State v. Smith, (55 Tex. 447)....	5243	State v. Stewart, (52 Neb. 243)	669, 670
State v. Smith, (72 Vt. 140)....	2270	State v. Stewart, (26 Ohio St. 216)	5288
Stall v. Smith, (14 Wis. 497)	923, 991	State v. Stewart, (8 Ohio Dec. 171)	5288, 5289
State v. Smith, (52 Wis. 134)....	2307	State v. Stiff, (104 Mo. App. 685)	2238, 5274
State v. Smithart, (128 Ia. 631)...	2145	State v. Stoble, (194 Mo. 14)....	414, 977, 5057, 5058
State v. Smithson, (106 Mo. 149)	1672, 1682	State v. Stockwell, (7 Kan. 98)...	5289
State v. Smythe, (14 R. I. 100)...	2150	State v. Stone, (46 La. Ann. 147)	2151
State v. Snoddy, (128 Mo. 523)...	1672	State v. Stone, (25 Mo. 555)...	1730, 5238, 5239
State v. Snowman, (94 Me. 99)	2228	State v. Stone, (120 Mo. 428)	1289, 5277
State v. Snyder, (44 Mo. App. 429)	2394		
State v. Society, etc., (42 N. J. L. 504)	1993		
State v. Somers Point, (52 N. J. L. 32)	343, 463, 481		

(References are to Pages.)

State v. Stone, (152 Mo. 202)....	5237	State v. Taft, (118 N. C. 1190)	1917, 1937
State v. Stoner, (39 Ind. App. 104)	2911	State v. Talbot, (123 Mo. 69)....	5253
State v. Stonestreet, (99 Mo. 361)	1042, 1058	State v. Talley, (50 S. C. 374)...	5027
State v. Stout, (58 N. J. L. 598)...	328	State v. Talty, (166 Mo. 529)	5220, 5239, 5275
State v. Stout, (43 Wash. 501)....	4763	State v. Tampa Waterworks Co., (56 Fla. 858)...	780, 783, 790, 822, 826, 1734, 1744, 1747, 2715, 3394, 3413, 3425, 3446, 3667, 3670, 3802, 3841
State v. Strader, (25 Ohio St. 527)	4988	State v. Tappan, (29 Wis. 664)	382, 383, 533, 538, 807, 808, 4593
State v. Stratton, (136 Mo. 423)...	1781	State v. Tate, (109 Mo. 265)	5220
State v. Street, (117 Ala. 203)...	4951	State v. Taylor, (29 Ind. 517)...	1962
State v. Stroble, (25 Ohio Cir. Ct. R. 762)	933, 1014, 1015	State v. Taylor, (93 Mo. App. 327)	1203
State v. Stroud, (Tenn. Ch., 52 S. W. 697)	2928	State v. Taylor, (50 Ohio St. 120)	5251
State v. Suffield & Thompsonville Bridge Co., (81 Conn. 56)...	3126, 3157	State v. Taylor, (107 Tenn. 455)	2513, 2514, 2819, 2982, 3010, 3342
State v. Sullivan, (110 Mo. App. 75)	1201	State v. Taylor, (21 Wash. 672)	1780
State v. Sullivan, (58 Ohio St. 505)	1212, 1214	State v. Tenant, (110 N. C. 609)	1581, 1617, 1746, 2073, 2075, 2076
State v. Summerfield, (107 N. C. 895)	1911, 1980, 1984, 1993	State v. Terre Haute, (87 Ind. 212)	2498
State v. Summit Tp., (52 N. J. L. 483)	3674, 4954	State v. Thief River Falls, (76 Minn. 15)	349
State v. Superior, (90 Wis. 612)	1213, 1217, 1221, 1241, 1243, 1245, 1246	State v. Thomas, (102 Mo. 85)	917, 1041, 1042
State v. Superior, (108 Wis. 16)...	5286	State v. Thomas, (141 N. C. 791)...	971
State v. Superior Court, (14 Wash. 604)	429	State v. Thomas, (118 N. C. 1221)	1616
State v. Superior Court, (26 Wash. 278)	3163, 3626, 4273	State v. Thomaston, (74 Me. 198)	590, 597
State v. Superior Court, (30 Wash. 219)	3137	State v. Thompson, (111 La. 315)	2326, 2328, 2335
State v. Superior Court, (35 Wash. 303)	3079, 3115, 3130	State v. Thompson, (91 Minn. 279)	1240
State v. Superior Court, (42 Wash. 521)	3121, 3122, 4699	State v. Thompson, (37 Mo. 176)	5141
State v. Superior Court, (44 Wash. 476)	3084, 3995	State v. Thompson, (38 Mo. 192)	1056
State v. Suerior Court, (49 Wash. 268)	2119	State v. Thompson, (41 Mo. 13)	5141
State v. Superior Court, (62 Wash. 96)	3378, 3420	State v. Thompson, (122 N. C. 493)	938
State v. Superior Court, (64 Wash. 594)	3429	State v. Thompson, (47 Ore. 492)	1698
State v. Superior Court, (Wash. 111 Pac. 233)	1609	State v. Thompson, (S. D. 125 N. W. 567)	1624
State v. Superior Court, (Wash. 1911, 113 Pac. 576)	2982	State v. Thornton, (37 Mo. 360)	1872, 1875
State v. Superior Court, (Wash. 117 Pac. 487)	3391	State v. Thornton, (49 N. J. L. 349)	1010, 1398
State v. Superior Court, (Wash. 120 Pac. 861)...	3372, 3702, 3708, 3715	State v. Threadgill, (76 N. C. 17)	1826, 2293
State v. Superior Court, (105 Wis. 651)	1529, 1533, 1535, 3362, 5196	State v. Thruston, (92 Mo. 325)...	1760
State v. Sutterfield, (54 Mo. 391)	769, 926, 927, 5309	State v. Tiedemann, (69 Mo. 515)	280
State v. Sutton, (3 Mo. App. 388)...	1052	State v. Tiedemann, (69 Mo. 306)	2551, 2553, 5201
State v. Sutton, (100 N. C. 474)...	1789	State v. Tierney, (23 Wis. 430)...	926
State v. Swagerty, (203 Mo. 517)	2036	State v. Timbrook's Estate, (145 Mo. App. 368)	5000
State v. Swain, (60 N. J. L. 115)...	5283	State v. Tippecanoe, (45 Ind. 501)	5270, 5272, 5293
State v. Swanger, (190 Mo. 561)...	5301	State v. Tippecanoe, (131 Ind. 90)	1718, 2704
State v. Swanson, (106 Minn. 288)	2326	State v. Tipton, (109 Ind. 73)	341, 5235
State v. Swearingen, (12 Ga. 23)	830, 922, 988, 991	State v. Tobie, (141 Mo. 547)....	577
State v. Sweeney, (93 Mo. 38)...	1741	State v. Tolan, (33 N. J. L. 195)	1278, 5240, 5242
State v. Swift, (69 Ind. 505)....	929	State v. Toledo, (23 Ohio Cir. Ct. Rep. 327)	2498
State v. Swift, (11 Nev. 128)	424, 1005	State v. Toledo, (48 Ohio St. 112)	320, 450, 473, 3796, 4969
State v. Swindell, (146 Ind. 527)	1391, 1795	State v. Toledo Home Tel. Co., (72 Ohio St. 60)	3533
State v. Swinney, (25 Mo. App. 347)	1046	State v. Tolle, (71 Mo. 645)...	462, 471, 5265
State v. Switzer, (79 Neb. 78)....	5291	State v. Tolly, (37 S. C. 551)	4650, 4832
State v. Switzler, (143 Mo. 287)...	5207	State v. Tomahawk, (96 Wis. 73)	875, 4682, 4695, 4699, 4733, 4739, 4740, 4852
State v. Taaffe, (25 Mo. App. 567)	1025, 1387, 5278	State v. Tooker, (9 Ohio Cir. Ct. Rep. 558)	2007
State v. Tacoma Ry. & Power Co. (61 Wash. 507)	3550	State v. Tooker, (3 Ohio Dec. 171)	2075
State v. Taft, (37 Conn. 392)....	1275		

TABLE OF CASES.

6135

(References are to Pages.)

State v. Toole, (26 Mont. 22)....	2652	State v. Tyron, (39 Conn. 182)	1392, 1409
State v. Topeka, (30 Kan. 652)...	5248	State v. Tyrrell, (78 Conn. 407)	1867, 2259
State v. Topeka, (31 Kan. 452)...	5248	State v. Tyson (111 N. C. 687)	2155, 2157
State v. Topeka, (36 Kan. 76)		State v. Ulm, (7 Ohio N. P. 659)	1866
1431, 1611, 2059, 2270, 2258, 2259,	2362, 2302, 4957	State v. Union, (32 N. J. L. 843)	1360, 2995, 2997
State v. Topeka, (68 Kan. 177)	2824, 4659, 4852	State v. Union, (32 N. J. L.	350)
State v. Topeka Water Co., (61	5265	State v. Union, (62 N. J. L. 142)	4347, 4392
Kan. 547)	5265	State v. United States Express	Co., (95 Minn. 442)
State v. Tosney, (	1)	State v. Unwin, (75 N. J. L.	500)
State v. Tower, (	1)	State v. Uridil, (37 Neb. 371)	5245, 5252, 5253
State v. Towne, (1	1974	State v. Vall, (53 Ia. 550)...	1310, 1361, 1367
State v. Townsley	5257	State v. Vall, (53 Mo. 97)...	923, 2429, 5236, 5241, 5250, 5253, 5257
State v. Tracey, (9	5257	State v. Valle, (41 Mo. 39)...	406, 926, 929, 943, 947, 973, 1006, 1072
State v. Tracy, (48 Minn. 497)...	5252	State v. Valliant, (123 Mo. 524)	5206, 5209
State v. Tracy, (94 Mo. 217)	5072, 5265, 5200	State v. Vallina, (140 Mo. 523)	992, 1028, 5047, 5254, 5256
State v. Traders' Bank, (41 La.	Ann. 329)	State v. Van Baumbach, (12 Wia.	310)
State v. Trammel, (106 Mo. 510)	5207	State v. Van Brocklin, (8 Wash.	557)
State v. Transue, (131 Mo. App.	522)	State v. Van Buskirk, (40 N. J.	L. 463)
State v. Trask, (6 Vt. 255)...	2287, 2291, 3207	State v. Van Camp, (36 Neb. 91)	930
State v. Travelers Ins. Co., (70	Conn. 590)	State v. Van Every, (75 Mo. 530)	4959, 4989
State v. Travis, (85 Tex. 425)...	3209	State v. Van Horne, (7 Ohio St.	327)
State v. Treasdale, (21 Fla. 652)	1231	State v. Van Matre, (49 Mo. 268)	2276
State v. Treasurer, (24 Mich.	462)	State v. Van Valen, (56 N. J. L.	35)
State v. Treasurer, (43 Mo. 228)	5201	State v. Van Winkle, (25 N. J. L.	73)
State v. Trent, (58 Mo. 571)	1026, 1387	State v. Vanarsdale, (43 N. J. L.	536)
State v. Trenton, (25 N. J. L.	455)	State v. Vandalia, (119 Mo. App.	406)
State v. Trenton, (36 N. J. L. 79)	516, 1536, 1709, 1729, 2274, 2276,	State v. Vanderbilt, (116 Ind.	11)
2924, 2368, 2398, 2565		State v. Vansdal, (181 Ind. 388)	1299, 1326
State v. Trenton, (26 N. J. L. 193)	2972	State v. Vasaly, (98 Minn. 46)	1145, 1164
State v. Trenton, (50 N. J. L.	321)	State v. Vernon County, (53 Mo.	128)
State v. Trenton, (51 N. J. L.	495)	State v. Vic. De Barr, (58 Mo.	395)
State v. Trenton, (51 N. J. L.	495)	State v. Vincennes University,	5 Ind. 77)
State v. Trenton, (53 N. J. L.	122)	State v. Von Sachs, (45 La. Ann.	1416)
State v. Trenton, (54 N. J. L.	32)	State v. Wabash St. L. & P. Ry.	Co., (83 Mo. 144)
State v. Trenton, (54 N. J. L.	444)	State v. Wadhams, (64 Minn. 318)	1022, 1036, 1038, 1049
State v. Trenton, (57 N. J. L.	580)	State v. Wagener, (77 Minn.	483)
State v. Trenton, (60 N. J. L.	394)	State v. Wagner, (170 Ind. 144)	1044
State v. Trenton, (60 N. J. L.	402)	State v. Wahoo, (62 Neb. 40)...	4975
State v. Trenton, (61 N. J. L.	394)	State v. Walnwright, (50 N. J. L.	555)
State v. True, (116 Tenn. 294)...	2755	State v. Walbridge, (62 Mo. App.	162)
State v. Trumpf, (50 Wis. 103)	984, 1036	State v. Walbridge, (49 Mo. App.	457)
State v. Trustees, etc., (18 Ohio	Cir. Ct. 887)		
State v. Trustees of Police Fund,	(121 Wis. 44)		
State v. Tani Ho, (37 La. Ann. 50)	2436		
State v. Tucker, (46 Ind. 355)...	431		
State v. Tucker, (48 Mo. App.	531)		
State v. Tucker, (180 Mo. 205)...	5237		
State v. Tullock, (108 Mo. App.	5218		
State v. Tuttle, (53 Wis. 45)...	914		
State v. Tweedy, (115 N. C. 704)	2050		

(References are to Pages.)

State v. Walbridge, (119 Mo. 383) ..790, 794, 802, 811, 826, 1205, 1210, 1214, 1219, 1239, 1411, 1421, 1555, 1777, 1781, 1785, 1800, 1806, 1855, 1866, 1902, 5221, 5222

State v. Walbridge, (153 Mo. 194) 1115, 1117, 1128

State v. Walker, (68 Mo. App. 110) 1217

State v. Walker, (85 Mo. 41) 927, 4672

State v. Walker, (193 Mo. 693) .. 5264

State v. Wall, (47 Ohio St. 499) 317, 819

State v. Walls, (113 Mo. 42) 2449

State v. Wallschlaeger, (137 Wis. 136) 2634

State v. Walsen, (17 Colo. 170) .. 1179

State v. Walsh, (7 Mo. App. 142) 923

State v. Walsh, (69 Mo. 408) ..733, 1072

State v. Walters, (69 Mo. 463) .. 2810

State v. Walton, (62 Me. 106) .. 934

State v. Walton, (69 Mo. 556) .. 496

State v. Waples, (12 La. Ann. 343) 2266

State v. Ward, (70 Minn. 58) 5219, 5221, 5222

State v. Ward, (17 Ohio St. 543) .. 706

State v. Ward & Briggs, (9 Heisk. Tenn. 100) 812, 5153

State v. Wardell, (153 Mo. 319) 297, 609, 660, 667

State v. Warner, (4 Wash. 773) 306, 398, 609, 767, 771, 1802

State v. Washington, (44 N. J. L. 605) 1327, 1343, 1495, 1524, 1562, 1569, 1728, 2130, 2240, 2242

State v. Washington, (45 N. J. L. 318) ..1322, 1326, 1551, 1745, 2130

State v. Washington Steam Fire Co., (76 Miss. 449) 686

State v. Waterman, (79 Ia. 360) 3311

State v. Watertown, (9 Wis. 254) 1219, 5082, 5279

State v. Wauwatosa, (124 Wis. 451) 3432

State v. Waxahachie, (81 Tex. 626) 600, 612, 615, 627, 629, 637

State v. Wayne County Council, (157 Ind. 356) 4640

State v. Wear, (140 Mo. 487) .. 5264

State v. Weatherby, (45 Mo. 17) 359, 5239, 5245

State v. Webber, (108 Ind. 31) .. 5086

State v. Webber, (214 Mo. 272) .. 2145

State v. Webber, (107 N. C. 962) 782, 787, 792, 1581, 1745, 2106

State v. Weber, (111 Mo. 204) .. 2397

State v. Webster, (20 Mont. 219) 4194

State v. Weeks, (93 Mo. 499) 5202, 5307

State v. Weingarten, (92 Wis. 599) 341

State v. Weir, (33 Ia. 134) 493

State v. Welch, (21 Minn. 22) 2352

State v. Wells, (46 Ia. 662) 1630, 2392, 2300, 2380, 2388, 2392

State v. Wells, (70 Mo. 635) 2810

State v. Wells, (210 Mo. 601) 1207, 1243, 5222

State v. Wells, (69 N. H. 424) 2254

State v. Welsh, (36 Conn. 215) 1420, 1748, 1867, 1872, 1874, 2121

State v. Welton, (55 Mo. 288) 1672

State v. Wentworth, (65 Me. 234) 2397

State v. West, (33 La. Ann. 1261) 1079

State v. West, (34 Mo. 424) 2254

State v. West, (29 Okl. 503) 4721, 4825

State v. West Hoboken, (51 N. J. L. 267) 4383, 4479

State v. West Hoboken, (53 N. J. L. 64) 4313

State v. West Side Street Ry. Co., (146 Mo. 155) 3439, 5259

State v. Western Irrigating Co., (40 Kan. 96) 3361, 3363

State v. Western Union Tel. Co., (75 Kan. 609) 1689

State v. Weston, (67 Neb. 175) .. 5270

State v. Weston, (67 Neb. 385) .. 4656

State v. Weston, (69 Neb. 695) .. 4819

State v. Westover, (2 Neb. 768) 5270

State v. Westport, (116 Mo. 582) 323, 340, 341, 365, 610, 611, 614, 637, 5239, 5240, 5246, 5247

State v. Westport, (135 Mo. 120) 5266

State v. Wheeler, (33 Neb. 563) .. 2265

State v. Wheeler, (44 N. J. L. 88) 1962

State v. Wheelock, (95 Ia. 577) 1681

State v. Whitaker, (48 La. Ann. 527) 1557

State v. Whitaker, (116 La. 947) 1221, 1241

State v. Whitaker, (160 Mo. 59) .. 1484

State v. Whitaker, (66 N. C. 630) 1983

State v. Whitaker, (114 N. C. 818) 2373, 2450

State v. Whitcomb, (55 Ill. 172) 1731

State v. Whitcom, (122 Wis. 110) 2226

State v. White, (82 Ind. 276) 5088

State v. White, (14 Kan. 538) .. 2327

State v. White, (33 La. Ann. 1218) 2376

State v. White, (162 Mo. 533) .. 927

State v. White, (20 Neb. 37) 675, 1063

State v. White, (64 N. H. 48) 2044, 2220

State v. White, (76 N. C. 15) 2293

State v. White, (18 R. I. 473) 2046

State v. Whitehead, (67 N. J. L. 405) 1294, 1317

State v. Whitesides, (30 S. C. 579) 874, 4871

State v. Whitingham, (7 Vt. 390) 5233

State v. Whitlock, (149 N. C. 542) 2019, 2020, 2021, 2022

State v. Whitney, (41 Neb. 613) 363

State v. Whittaker, (33 Mo. 457) 2254

State v. Whittlesey, (17 Wash. 447) 4742, 5034

State v. Wichgar, (27 Ohio Cir. Ct. R. 743) 999, 1000, 1123

State v. Wichita, (59 Kan. 512) .. 4873

State v. Wichita, (62 Kan. 494) 4917

State v. Wickham, (7 Mo. App. 562) 5220

State v. Wickham, (65 Mo. 634) 5306

State v. Wlethaupt, (150 Mo. App. 54) 335

State v. Wlethaupt, (231 Mo. 449) 3125

State v. Wiggin, (64 N. H. 508) .. 1679

State v. Wiggins Ferry Co., (208 Mo. 622) 1687

State v. Wightmann, (78 Conn. 86) 2011, 2906

State v. Wilcox, (42 Conn. 364) 2277

State v. Wilcox, (45 Mo. 458) 433, 718, 959, 4609

State v. Wilder, (197 Mo. 1) 4692, 4693

State v. Wilder, (200 Mo. 97) 906, 4656, 4665, 4692

TABLE OF CASES.

6137

(References are to Pages.)

State v. Wilder, (211 Mo. 305)		1503, 4811
State v. Wilder, (217 Mo. 261)		3023, 4369, 4662
State v. Wildwood, (60 N. J. L. 365)		1524
State v. Wilkesville Tp., (20 Ohio St. 288)		1295, 1298
State v. Willard, (39 Mo. App. 251)		2272
State v. Williams, (143 Ala. 501)		5294
State v. Williams, (68 Conn. 131)		383, 445, 532, 535, 563
State v. Williams, (25 Me. 561)		1275
State v. Williams, (30 Me. 484)		2301
State v. Williams, (25 Minn. 340)		5280
State v. Williams, (35 Mo. App. 541)		1737
State v. Williams, (44 Mo. App. 802)		2117
State v. Williams, (70 Mo. App. 238)		5216
State v. Williams, (95 Mo. 159)		5277, 5288
State v. Williams, (96 Mo. 13)		5306, 5307
State v. Williams, (99 Mo. 291)		991, 992, 996, 1026, 5028, 5256, 5310
State v. Williams, (221 Mo. 227)		5221
State v. Williams, (41 N. J. L. 332)		1386, 1387
State v. Williams, (3 Ohio Cir. Ct. 403)		2667
State v. Williams, (11 S. C. 288)		1410, 1866, 2108, 2365
State v. Williams, (40 S. C. 373)		2362, 2365
State v. Williams, (6 S. D. 119)		1134, 1216
State v. Williams, (110 Tenn. 549)		1385
State v. Willingham, (9 Wyo. 290)		2221
State v. Willis, (37 Mo. 192)		2254
State v. Willis, (66 Mo. 131)		1790, 1791
State v. Wilmington, (3 Harr. Del. 294)		934, 988, 997, 1033, 1310
State v. Wilson, (142 Ind. 102)		983, 1064, 1066, 1074
State v. Wilson, (65 Kan. 237)		279, 2181, 5073
State v. Wilson, (42 Me. 9)		893, 8293, 3309
State v. Wilson, (77 Mo. 633)		1200
State v. Wilson, (151 Mo. App. 719)		781, 786, 1213, 1214, 1215
State v. Wilson, (43 N. H. 415)		1794
State v. Wilson, (106 N. C. 718)		2349
State v. Wilson, (107 N. C. 865)		2414, 3032
State v. Wilson, (12 Lea, Tenn. 246)		264, 302, 916, 1058, 1059
State v. Wilson, (17 Wis. 687)		5285
State v. Wimpfheimer, (69 N. H. 166)		1517
State v. Winkelmeler, (35 Mo. 103)		769, 930, 931, 959, 2273
State v. Winter, (15 Wash. 407)		854
State v. Winter Park, (25 Fla. 371)		320, 336, 596, 597
State v. Winterrowd, (Ind. 91 N. E. 956)		1418
State v. Wish, (15 Neb. 448)		1792
State v. Wister, (62 Mo. 592)		1555, 1872, 2108
State v. Withers, (121 N. C. 376)		1311
State v. Withnell, (78 Neb. 33)		2072
State v. Withrow, (108 Mo. 1)		2449, 2450, 5209
State v. Withrow, (154 Mo. 397)		1025, 1387
State v. Witt, (72 Ohio St. 584)		1066
State v. Wofford, (116 Mo. 220)		1117
State v. Wofford, (121 Mo. 61)		468, 482
State v. Wofford, (90 Tex. 514)		592, 596
State v. Wood, (142 Mo. 127)		5264
State v. Wood, (155 Mo. 425)		5220
State v. Wood, (49 N. J. L. 85)		471
State v. Woodbury, (17 Nev. 337)		473
State v. Woodson, (161 Mo. 444)		5206, 5215
State v. Woodward, (23 Vt. 92)		2512, 2513, 3244
State v. Wordin, (56 Conn. 216)		1420, 1937
State v. Worth, (95 N. C. 615)		1562
State v. Wray, (72 N. C. 253)		2397
State v. Wright, (54 N. J. L. 130)		466, 3926, 4431
State v. Wright, (10 Heisk Tenn. 237)		5234, 5235, 5257
State v. Wyman, (97 Ia. 570)		1063
State v. Yakey, (43 Wash. 15)		1717
State v. Yancy, (123 Mo. 391)		5237
State v. Yates, (19 Mont. 239)		1295, 1300, 1311
State v. Yopp, (97 N. C. 477)		1583, 1884, 1889, 1891, 2041
State v. York, (13 Neb. 57)		2703
State v. Young, (4 Ia. 561)		386
State v. Young, (3 Kan. 445)		294, 344, 2287
State v. Young, (17 Kan. 414)		1421, 1801
State v. Young, (29 Minn. 474)		847, 1453, 1653, 5219
State v. Young, (27 Mo. 259)		2810, 3339
State v. Young, (61 Mo. App. 494)		322, 334, 336, 359, 630
State v. Young, (84 Mo. 90)		359
State v. Young, (160 Mo. 320)		5277
State v. Ziegenhein, (144 Mo. 283)		426, 804, 4603, 5264
State v. Zeigler, (32 N. J. L. 262)		792, 800, 849, 1561, 2296, 2303, 2353
State v. Zimmerman, (86 Minn. 353)		728
State v. Zophy, (14 S. D. 119)		1678
State v. Zurich, (49 La. Ann. 447)		2064, 2075
State Bank v. Curran, (10 Ark. 142)		1079
State Bank of Duluth v. Heney, (40 Minn. 145)		4210
State Bank of Virginia v. Richmond, (79 Va. 113)		5038
State Board of Agriculture v. Citizen's St. Railway Co., (47 Ind. 407)		2587
State Board of Education v. Aberdeen, (56 Miss. 518)		526, 767, 1776, 5161
State Board of Health v. Jersey City, (55 N. J. Eq. 116)		8016, 3019
State Board of Health v. Roy, (22 R. I. 538)		2362
State Board of Health v. St. Johnsbury, (82 Vt. 276)		5174
State Center v. Barenstein, (66 Ia. 249)		851, 1574, 1580, 2215
State Freight Tax Cases, (15 Wall. U. S. 232)		1683, 1685, 1686
State Hospital v. Flaherty, (184 Cal. 315)		1791

(References are to Pages.)

State Journal Printing Co. v. Madison, (148 Wis. 396)...	3861, 5515	Steffen v. Fox, (124 Mo. 630) 3973, 4066, 4098,	4144
State Line Tel. Co. v. Ellison, (106 N. Y. S. 130).....	3643	Steffen v. Long, (165 Mo. App. 254)	5282
State National Bank v. Memphis, (116 Tenn. 641)	5084	Steffen v. St. Louis, (135 Mo. 44) 1681,	4181
State Railroad Tax Cases, (92 U. S. 575)	5362	Steffin v. Hill, (16 Ore. 332).....	5371
State Tax on Railway Receipts, (15 Wall U. S. 284).....	1686	Steffy v. Monroe City, (135 Ind. 466)	1571, 2119
State Trust Co. etc. v. Duluth, (70 Minn. 257)	3683	Stege v. Milwaukee, (110 Wis. 484)	5692, 5761
State Trust Co. v. Duluth, (104 Fed. 632)	2754	Stegenga, <i>In re</i> , (133 Mich. 55) 1874,	2162
Staten Island Water Supply Co. v. New York, (128 N. Y. S. 1028)	2762	Stegmaier v. Goeringer, (218 Pa. 499)	4757
Staton v. Atlantic Coast R. Co., (147 N. C. 428)	2944, 3612	Stehmeyer v. Charleston, (53 S. C. 259)....	1883, 3843, 3845, 3846, 4977
Staudé v. Board of Election Com'rs., (61 Cal. 313)....	747, 772, 773, 775,	Stehr v. Mason City, etc. R. Co., (77 Neb. 641)	2994
Stauffer v. East Stroudsburg, (215 Pa. St. 143)	3917	Stein v. Blenville Water Supply Co., (34 Fed. 145).....	3420, 3438
Stealey v. Kansas City, (179 Mo. 400)	5439, 5614	Stein v. Blerville Water Supply Co., (141 U. S. 67)	3422
Steam Navigation Co. v. Morrison, (13 Com. Bench 581)....	1461	Stein v. Chesapeake, etc. R. Co., (132 Ky. 322)	3610
Steamboat Northern Indiana v. Milliken, (7 Ohio St. 383)	2296	Stein v. Chesapeake, etc. R. Co., (133 Ky. 322)	3126
Steamship Co. v. Portwardens, (6 Wall. U. S. 31)....	892, 1439, 4573	Stein v. Lafayette, (6 Ind. App. 4414)	4251, 4272, 5570
Steamship Line Com. v. Perkins, (47 Pa. St. 189)	874	Stein v. Lyon, (87 N. Y. S. 125)...	1951
Stearns v. St. Cloud, etc. R. Co., (36 Minn. 425)	1992	Stein v. McGrath, (128 Ala. 175)...	3437
Stears v. Tew, (27 N. Y. S. 26)...	997	Stein v. Mobile, (24 Ala. 591) 4945, 4950, 4964, 4971,	5004
Stebbins v. Grand Rapids, (108 Mich. 693)	929	Stein v. Mobile, (49 Ala. 362)....	2191
Stebbins v. Jennings, (10 Pick. Mass. 172)	345	Stein v. Morrison, (9 Idaho 426)...	5221
Stebbins v. Kay, (123 N. Y. 31) 4479,	4481	Steinauer v. Tell City, (146 Ind. 490)	3310
Stebbins v. Mayer, (38 Kan. 573) 1490, 1553,	2271	Steinacker v. Gast, (28 Ky. L. Rep. 573)	3231
Stebbins v. Merritt, (10 Cush. Mass. 27)	528, 1360	Steinbrenner v. M. W. Fomey Co., (127 N. Y. S. 620).....	3013, 5749
Stebbins v. Perry, (167 Ill. 567)...	4607	Steiner v. Polk, C., (40 Ore. 134) 2733,	2743
Steckert v. East Saginaw, (22 M'ch. 104).....	1316, 1339, 1366, 1388, 4316, 4517,	Steiner v. State, (78 Neb. 147) 1816,	1832
Stedman v. Berlin, (97 Wis. 505) 3512, 4716,	4735	Steines v. Franklin, (48 Mo. 167) 613, 838,	4909
Stedman v. Rome, (34 N. Y. S. 787)	5721	Steinhart v. Superior Court, (137 Cal. 575)	3162
Stedman v. San Francisco, (63 Cal. 193)	596, 5064	Steinke v. Graves, (16 Utah, 293)	950
Steel v. Huntingdon, (Pa. 43 Atl. 398)	3295	Steinlein v. Halstead, (52 Wis. 289)	3973
Steel v. Portland, (23 Oreg. 176) 2534		Steinmeyer v. St. Louis, (3 Mo. App. 256)	1926, 5412, 5530, 5537
Steele v. Boston, (128 Mass. 583) 5511		Steinmuller v. Kansas City, (3 Kan. App. 45)	3989
Steele v. Burkhardt, (104 Mass. 59)	1855	Steinson v. Board of Education, (165 N. Y. 431)	5084
Steele v. Erskine, (98 Fed. 215) 544,	2745	Steitenroth v. Jackson, (Miss. 1911, 54 So. 955).....	781, 3354
Steele v. Glen Park, (193 N. Y. 341)	5324	Stem v. Bethlehem, (231 Pa. St. 461)	4669
Steele v. Municipal Signal Co., (160 Mass. 36)	5312	Stem v. Cincinnati, (6 Ohio N. P. 15)	305
Steele v. River Forest, (141 Ill. 302)	4072, 4074, 4097	Stenson v. Mount Vernon, (104 App. Div. N. Y. 17).....	2802
Steele v. Rutherford County, (70 N. C. 137)	5168	Stenson v. New York, (40 Misc. R. N. Y. 533).....	1161, 5101
Steele v. Sullivan, (70 Ala. 589) 3208, 3281, 3283,	3290	Stephani v. Brown, (40 Ill. 428)...	1991
Steeley v. Irvine, (6 S. & R. Pa. 128)	1302	Stephani v. Manitowoc, (101 Wis. 59)	5750
Steelton v. Booser, (162 Pa. St. 630)	4365	Stephani v. Manitowoc, (89 Wis. 467)	5500, 5630
Steenerson v. Fontaine, (106 Minn. 225)....	1395, 1396, 1759, 1767, 3005, 3009, 3010, 3014,	Stephen, <i>Ex parte</i> , (114 Cal. 278)...	1872
	3155	Stephen v. Daniels, (27 Ohio St. 527)	4030, 4058, 4517, 5202
		Stephens v. Ballou, (27 Kan. 594)	1790
		Stephens v. Macon, (8 Mo. 345)...	5638
		Stephens v. Murray, (132 Mo. 468) 607,	2481
		Stephens v. Oldtown, (102 Mo. 21) 1114,	1162

TABLE OF CASES.

6139

(References are to Pages.)

Stephens v. People, (29 Ill. 337)	281, 284	Stevens v. Minneapolis, (29 Minn. 219)	1112
Stephens v. Spokane, (11 Wash. 41)	4775	Stevens v. Muskegon, (111 Mich. 72)	3026, 3028, 3029, 3502, 5399, 5445
Stephens v. Spokane, (14 Wash. 295)	4185	Stevens v. Norfolk, (42 Conn. 377)	3173
Stephenson v. Hall, (14 Barb. N. Y. 222)	5028	Stevens v. Port Huron, (149 Mich. 526)	4335, 4367
Stephenson v. Mc Mfg. Co., (24 Pa. 11)	4217	Stevens v. St. Mary's Tr. School, (144 Ill. 238)	1532, 1713, 5194, 5249
Stephenson v. S App. 386)	4216	Stevens v. Scranton, (8 Lanc. Law Rev. 323)	5029
Stephenville v. E Civ. App. 384)	5451	Stevens v. Shannon, (6 Ohio Cir. Ct. R. 142)	3019
Sterling, Appeal 35)	3651	Stevens v. Truman, (127 Cal. 155)	4753
Sterling v. Bowl Ohio Cir. Ct. R. 351)	1745	Stevens v. Worcester, (126 Mass. 45)	5557
Sterling v. Camden, (65 N. J. L. 190)	1747	Stevenson v. Bay City, (26 Mich. 44)	1083, 1085, 1126, 1127, 1129, 1290, 1369, 1373, 1377, 1387, 1407, 1449, 1474, 1512, 1824, 1848
Sterling v. Detroit, (124 Mich. 23)	5796	Stevenson v. Chattanooga, (20 Fed. 585)	2219
Sterling v. Galt, (117 Ill. 11)	4454, 4074, 4454, 4459	Stevenson v. Joy, (153 Mass. 45)	1754
Sterling v. Hurd, (44 Colo. 420)	2752, 2755, 4152	Stevenson v. Lewis, (244 Ill. 147)	2207, 2229, 2230, 2232, 2262, 2210
Sterling v. Pawnee Ditch Extension Co., (43 Colo. 421)	2076	Stevenson v. New York, (1 Hun. 51)	4279, 4401
Sterling v. Schiffmacher, (47 Ill. App. 141)	5491	Stevenson v. School Directors, (87 Ill. 255)	220, 5077, 5083, 5084
Sterling v. Thomas, (80 Ill. 264)	5522	Stever v. McConnell, (10 Ohio Dec. 573)	1745
Stermer v. La Plata, (5 Colo. App. 279)	276	Stewart v. Adams, (50 Kan. 540)	637, 639, 640, 707
Stern v. Bensieck, (161 Mo. 146)	5757	Stewart v. Ashtabula, (98 Fed. 516)	2496, 3505
Stern v. Fargo, (18 N. D. 239)	732, 737, 4652, 4652, 4655, 4812	Stewart v. Board of Freeholders, (61 N. J. L. 117)	1966
Stern v. Spokane, (40 Wash. 325)	2701, 4109	Stewart v. Burt, (50 Kan. 573)	4926
Sternberg v. State, (36 Neb. 207)	2705	Stewart v. Chehalis, (53 Wash. 212)	4285
Sterrett v. Houston, (14 Tex. 152)	289	Stewart v. Chicago Gen. St. R. Co., (166 Ill. 61)	2737
Stetler v. East Rutherford, (65 N. J. L. 528)	4523	Stewart v. Clinton, (79 Mo. 603)	320, 1812, 1844, 1847, 3973, 4059, 4225, 4233, 4234, 4284, 4286, 5537, 5545, 5570
Stetson v. Chicago, etc. R. Co., (75 Ill. 74)	2943	Stewart v. Commonwealth, (10 Watts. Pa. 206)	2066
Stetson v. Faxon, (19 Pick. Mass. 147)	1476, 2269, 2945, 2963	Stewart v. Conley, (122 Ala. 179)	2309
Stetson v. Kempton, (13 Mass. 272)	781, 782, 806, 857, 859, 1122, 2592, 4599, 4969, 4970	Stewart v. Council Bluffs, (50 Ia. 665)	2574
Stewart v. Baltimore, (7 Md. 500)	2272, 2162, 5264	Stewart v. Council Bluffs, (58 Ia. 642)	1087, 1352, 1154
Staubenville v. Culp, (33 Ohio St. 18)	1125	Stewart v. Council Bluffs, (84 Ia. 61)	4262, 4267
Staubenville v. McGill, (41 Ohio St. 225)	5602	Stewart v. Christy, (15 La. Ann. 225)	4166, 4166
Steusoff v. State, (80 Tex. 422)	992	Stewart v. District of Columbia, (19 Ct. of Cl. 28)	4122
Stevens v. Anderson, (145 Ind. 304)	426	Stewart v. Flint, (147 Mich. 697)	4227
Stevens v. Anson, (72 Me. 469)	372, 4829	Stewart v. Hoboken, (67 N. J. L. 230)	4523
Stevens v. Anthony, (82 Kan. 179)	5466	Stewart v. Hood, (10 Ala. 606)	2381
Stevens v. Cedar Rapids, (128 Ia. 227)	4220	Stewart v. Kansas Town Co., (50 Kan. 552)	2465, 4507, 4985
Stevens v. Chicago, (43 Ill. 492)	1827, 3222	Stewart v. Kehrer, (115 Ga. 184)	3211, 2220
Stevens v. Commonwealth, (4 Met. Mass. 241)	2329	Stewart v. Lansing, (104 U. S. 595)	4203
Stevens v. Dennett, (51 N. H. 224)	2237	Stewart v. Neodesha, (3 Kan. App. 230)	4295
Stevens v. Dimond, (6 N. H. 220)	1455, 2231	Stewart v. New Orleans, (3 La. Ann. 461)	5063
Stevens v. Kansas City, (146 Mo. 466)	2309, 2370, 2420	Stewart v. Norwalk, (23 Ohio St. 222)	2243
Stevens v. Louisville, (125 Ky. 24)	2262		
Stevens v. Merchantville, (62 N. J. L. 167)	2409		
Stevens v. Miller, (3 Kan. App. 192)	5297, 5298		

(References are to Pages.)

Stewart v. Otoe County, (2 Neb. 177)	813, 5155
Stewart v. People, (15 Ill. App. 336)	979
Stewart v. Perkins, (110 Mo. 660)	3201
Stewart v. Police Jury, (14 La. Ann. 69)	4095, 4096
Stewart v. Polk County Sup'rs, (30 Ia. 9)	4971
Stewart v. Porter Mfg. Co., (13 N. Y. St. Rep. 220)	1993
Stewart v. Schoonmaker, (50 Kan. 573)	640, 4597, 4986
Stewart v. Stringer, (41 Mo. 400)	2315
Stickford v. St. Louis, (7 Mo. App. 217)	4234
Stickford v. St. Louis, (75 Mo. 309)	4238
Stickney v. Salem, (3 Allen, Mass. 374)	5643
Stidger v. Red Oak, (64 Ia. 465)	2574
Stidham v. Delaware City, (6 Pennw. Del. 359)	5601, 5750
Stier v. Oskaloosa, (41 Ia. 358)	357, 1814, 5179, 5180, 5768
Stifel v. Brown, (24 Mo. App. 102)	4505
Stifel v. McManus, (74 Mo. App. 558)	4065, 4066, 4545
Still v. Griffin, (27 Ga. 502)	3348
Stifel v. Southern Cooperage Co., (38 Mo. App. 340)	845, 846, 4485
Stiles v. Galinsky, (1 K. B. [1904] 615)	1593
Stiles v. Lambertville, (73 N. J. L. 90)	1324, 1326, 1345
Stiles v. Newport, (76 Vt. 154)	2557
Stilk v. Myrick, (2 Camp. 317)	865
Still v. Houston, (27 Tex. Civ. App. 447)	5613, 5720
Still v. Lansingburgh, (16 Barb. N. Y. 107)	2513, 2527
Stilling v. Thorp, (54 Wis. 528)	5696
Stillman v. Isham, (11 Conn. 124)	5223, 5224
Stillman v. North Ocean, (126 N. Y. S. 728)	4254
Stillman v. Olean, (129 N. Y. S. 515)	3302, 3314
Stillwater v. Lowry, (83 Minn. 275)	3402
Stillwater v. Moor, (Okla. 33 Pac. 1024)	1516
Stillwater v. St. Paul, etc. Ry. Co., (83 Minn. 275)	3389
Stillwater v. Swisher, (16 Okla. 585)	5753
Stilwell v. Buffalo Riding Academy, (21 Abb. N. C. N. Y. 472)	1928
Stilz v. Indianapolis, (55 Ind. 515)	599, 601, 614, 642, 644, 645, 650, 663
Stilz v. Indianapolis, (81 Ind. 582)	5002
Stiltz v. Tutewiler, (Wills. Ind. 507)	4993
Stimson v. Hanley, (151 Cal. 379)	2675
Stine v. Berry, (96 Ky. 63)	1028
Stinnett v. Sherman, (43 S. W. 847)	5066, 5401, 5416
Stinson v. Browning, (L. R. 1 C. P. 321)	1446
Stinson v. Gardiner, (42 Me. 248)	5647
Stinson v. Smith, (8 Minn. 366)	4327
Stites v. Norton, (31 Ky. L. Rep. 263)	3438
Stittgen v. Rundle, (99 Wis. 78)	1810, 1815, 1831, 2321
Stivers v. Jersey City, (70 N. J. L. 606)	1228
Sttirgis v. Spofford, (45 N. Y. 446)	1004
Stock v. Boston, (149 Mass. 410)	5542
Stock v. Tacoma, (53 Wash. 226)	5752
Stockade v. School Dist., (47 Mich. 226)	1347
Stockard v. Morgan, (185 U. S. 27)	1675, 1676
Stockbridge v. West Stockbridge, (12 Mass. 400)	344, 359
Stockdale v. Rio Grande & Western Ry. Co., (28 Utah 201)	3391
Stocking v. Warren Bros. Co., (134 Wis. 235)	2665
Stocknan v. Brooks, (17 Colo. 248)	1385
Stockton, <i>Ex parte</i> , (33 Fed. 95)	1676
Stockton v. Clark, (53 Cal. 82)	2667, 2668
Stockton v. Creanor, (45 Cal. 643)	3906, 4106
Stockton v. Freeman, (1 Mich. N. P. 232)	2000
Stockton v. Powell, (29 Fla. 1)	1324
Stockton v. Skinner, (53 Cal. 85)	4074
Stockton v. Wiltmore, (50 Cal. 554)	4099
Stockton Automobile Co. v. Confer, (154 Cal. 402)	5711, 5713, 5719
Stockton Laundry Case, (26 Fed. 611)	2447
Stockton, etc. R. Co. v. Stockton, (41 Cal. 147)	874, 4605
Stockwell v. Rutland, (75 Vt. 76)	5401
Stoddard v. Gilman, (22 Vt. 568)	1274, 1348, 1767
Stoddard v. Johnson, (75 Ind. 20)	1322
Stoddard v. New York, (80 N. Y. S. 344)	1005, 1156
Stoddard v. Saratoga Springs, (4 N. Y. S. 745)	5526, 5562, 5565
Stoddard v. Saratoga Springs, (127 N. Y. 261)	3044, 3054, 5194, 5439, 5549
Stoddard v. Winchester, (157 Mass. 567)	5478, 5514, 5676
Stoddard v. New York, (80 N. Y. S. 344)	5134
Stoetzele v. Swearington, (90 Mo. App. 588)	1987
Stokes v. Knarr, (11 Wis. 389)	5205
Stokes v. New York, (14 Wend. N. Y. 87)	2156, 2157, 2158, 2434
Stokes v. Schlacter, (66 N. J. L. 247)	2272
Stokes v. Scott Co., (10 Ia. 166)	2791
Stoliker v. Boston, (204 Mass. 522)	5490, 5583, 5712, 5749
Stolz v. Syracuse, (111 N. Y. S. 467)	3817
Stone v. Attleborough, (140 Mass. 328)	5625
Stone v. Augusta, (46 Me. 127)	5555
Stone v. Bank of Commerce, (174 U. S. 412)	983, 1638
Stone v. Bank of Kentucky, (174 U. S. 799)	5372
Stone v. Bevans, (88 Minn. 127)	1106, 2773, 5331
Stone v. Boston, (43 Mass. 220)	3976, 4320
Stone v. Boston Street Com'rs, (192 Mass. 297)	4347

TABLE OF CASES.

6141

(References are to Pages.)

Stone v. Brooks, (35 Cal. 489) 3208, 3278	Stoudinger v. Newark, (28 N. J. Eq. 187) 3039, 3040, 3330, 3938
Stone v. Cambridge, (6 Cush. Mass. 270) 4074	Stoughton v. Atherton, (12 Metc. Mass. 105) .. 1272, 1275, 1377, 1380
Stone v. Charlestown, (114 Mass. 214) 599, 615, 699	Stout v. Columbia, (118 Mo. App. 439) 5759
Stone v. Chicago, (207 Ill. 492) 4655, 4669, 4714, 4722, 4726, 4745, 4815, 4822, 4826	Stout v. Glen Ridge, (59 N. J. L. 201) 318
Stone v. Civil Service Commis- sion, (71 N. Y. S. 1054)..... 1164	Stout v. St. Louis, etc. R. Co., (142 Mo. App. 1) 363, 630
Stone v. Forest City Express Co., (105 Me. 237) 2966	Stoutenburgh v. Hennick, (129 U. S. 141) 267, 298, 299, 718, 1668, 1676, 2210
Stone v. Fritts, (169 Ind. 361) 2190, 5084	Stover v. Steffey, (115 Md. 524) 3238
Stone v. Graves, (8 Mo. 148).... 1198	Stow v. Grand Rapids, (79 Mich. 595) 424
Stone v. Heath, (135 Mass. 561).. 4264	Stow v. Wyse, (7 Conn. 214).... 1320
Stone v. Hamilton, (8 Cush Mass. 592) 1275	Stowe v. Kearny, (72 N. J. L. 106) 3427
Stone v. Hubbardston, (100 Mass. 49) 5694	Stowe v. Newborn, (127 Ga. 421) 3078, 3080, 3183
Stone v. Huggins, (28 Vt. 617)... 1176	Stowell v. Board of Public Works, (184 Mass. 416)... 4271, 4305
Stone v. Mississippi, (101 U. S. 814) 1695, 1768, 1884, 1885	Stowell v. Milwaukee, (31 Wis. 523) 4281
Stone v. Oconomowoc, (71 Wis. 155) 2522, 2523, 5340, 5341	Stowers v. Postal Tel. Cable Co., (68 Miss. 559) 3642, 3644
Stone v. Paducah, (120 Ky. 322) 1558	Strachan and County of Fron- tenac, <i>In re</i> , (41 Up. Can. Q. B. 175) 803
Stone v. Reilly, (158 Cal. 466... 596	Strack v. Milwaukee, (121 Wis. 91) 5643
Stone v. School Dist., (8 Cush. Mass. 592) 1272	Strack v. Ratterman, (18 Ohio Cir. Ct. R. 36) 2697
Stone v. Seattle, (30 Wash. 65) 5426, 5427	Strader v. Cincinnati, (1 Handy, Ohio 446) 4096
Stone v. Seattle, (33 Wash. 644) 5688	Strafford v. Somersworth, (38 N. H. 21) 5118, 5123
Stone v. Small, (54 Vt. 498)... 916, 918, 1398	Strahan v. Malvern, (77 Ia. 454) 1087
Stone v. State, (117 Ga. 292).... 1675	Strahl, <i>Ex parte</i> , (16 Ia. 369) 1030, 1281
Stone v. State, (12 Mo. 400).... 2278	Strand v. Grinnell Auto G. Co., (136 Ia. 68) 2036
Stone v. Tallulah Falls, (131 Ga. 452) 1827, 1840, 2049	Strang v. Cook, (47 Hun. N. Y. 46) 4853
Stone v. Unlontown Water Co., (4 Pa. Dist. Rep. 431) 3599	Strange v. Dubuque, (62 Ia. 303) 1539, 4277
Stone v. United States, (3 Ct. of Clms. Rep. 260) 938, 952	Strasburg Borough, <i>In re</i> , (2 Lanc. Law Rev. 175) 668
Stone v. Wisconsin, (94 U. S. 181) 252	Strassheim v. Jerman, (56 Mo. 104) 4098, 4131
Stoner v. Flournoy, (28 La. Ann. 850) 599	Stratford v. Greensboro, (124 N. C. 127) .. 3093, 3112, 3113, 3122, 4013
Stoner v. Los Angeles, (8 Cal. App. 607) 4500	Stratford v. Montgomery, (110 Ala. 619) 1676
Storck v. Baltimore, (101 Md. 476) 2829, 2907	Stratman, <i>Ex parte</i> , (39 Cal. 517) 2288
Storer v. Cincinnati, (4 Ohio Cir. Ct. R. 279) 4519	Stratton v. Commissioners' Court, (Tex. 137 S. W. 1170)..... 4753, 4862, 5370
Storey v. New York, (51 N. Y. S. 850) 5769	Stratton v. Green, (45 Cal. 159) 4636
Stork v. Philadelphia, (199 Pa. 462) 5488	Stratton v. Lowell, (181 Mass. 511) 1370, 2600
Storm v. Odell, (2 Wend. N. Y. 287) 2437	Stratton v. New York, (190 N. Y. 294) 5700
Storrs v. Chicago, (208 Ill. 364) 3920, 4077, 4080, 4428, 4477	Stratton v. Oregon City, (35 Ore. 409) 4816
Storrs v. Utica, (17 N. Y. 104)... 5711	Stratton v. Oulton, (28 Cal. 44)... 1058
Storrie v. Cortes, (90 Tex. 283)... 4342	Straub v. Pittsburgh, (138 Pa. St. 356) 1501, 2530, 2686
Storrie v. Houston City St. R. Co., (92 Tex. 129) 4395, 4498	Straub v. St. Louis, (175 Mo. 413) 5646, 5729
Story v. Bayonne, (35 N. J. L. 335) 4047	Strauder v. West Virginia, (100 U. S. 303) 1612
Story v. New York Elevated R. Co., (90 N. Y. 122) 2525, 2852, 2859, 3221, 3611	Strauss v. Allentown, (215 Pa. 96) 4241, 4282, 5572
Story St., <i>In re</i> , (33 Leg. Int. Pa. 108) 4067	Strauss v. Cincinnati, (11 Ohio Dec. 92) 4031, 4501
Stotesburry v. Smith, (2 Burr. 924) 865	Strauss v. Conneant, (23 Ohio Cir. Ct. Rep. 320) 2128, 2432
Stott v. Chicago, (205 Ill. 281) 1053, 1814	Strauss v. Dallas, (73 Tex. 649) 4304
Stott v. Franey, (20 Ore. 410)... 1108	
Stoudinger v. Newark, (28 N. J. Eq. 446) 2836, 4288	

(References are to Pages.)

Strauss v. Galesburg, (208 Ill. 234)	1872, 2120	Strosser v. Ft. Wayne, (100 Ind. 448)	287, 587, 596, 607, 614, 616, 653, 659
Strauss v. Louisville, (108 Ky. 155)	1997, 2888	Stroub v. Manhattan R. Co., (15 N. Y. S. 135)	3652
Strauss v. Pontiac, (40 Ill. 301)	585, 825, 1435, 1906, 2272	Stroubsburg, <i>In re</i> , (9 Pa. Co. Ct. 529)	574
Strauss v. Waycross, (97 Ga. 475)	1860	Stroub v. Consumers' Water Co., (56 N. J. L. 422)	1103, 1106, 1316, 1729, 3850, 5329, 5333
Straw v. Harris, (54 Ore. 424)	4587	Strout v. Pennell, (74 Me. 260)	1178
Strawbridge v. Philadelphia, (13 Phila. Pa. 173)	5388	Strout v. Portland, (26 Ore. 294)	4313, 4315, 4513
Strawbridge v. Portland, (8 Ore. 67)	4031, 4043, 4046	Strout v. Proctor, (71 Me. 288)	1232
Streator v. Chrisman, (182 Ill. 215)	5747	Strubble v. De Witt, (81 Neb. 504)	5602
Streator v. Liebendorfer, (71 Ill. App. 625)	5601	Strudgeon v. Sand Beach, (107 Mich. 496)	5734, 5757
Street v. Francis, (3 Ohio 277)	2426	Strunk v. Pritchett, (27 Ind. App. 582)	2939
Street v. Holyoke, (105 Mass. 82)	5699, 5770	Strusburg v. New York, (87 N. Y. 452)	4525
Street v. Leete, (79 Conn. 352)	2818, 2948	Struthers v. Philadelphia, (4 W. N. C. 378)	392
Street v. New Orleans, (32 La. Ann. 577)	534, 5469	Stryker v. New York, (19 Johns. N. Y. 179)	594, 1908
Street v. Varney Electric Supply Co., (160 Ind. 338)	544, 2184, 2654	Stuart v. Cambridge, (125 Mass. 102)	4184
Street Lighting, <i>In re</i> , (5 Ohio S. & C. P. Dec. 575)	4622	Stuart v. Cunningham, (88 Ia. 191)	2254
Street Opening, etc. Board, <i>In re</i> , (82 Hun. 580)	4004	Stuart v. Ellsworth, (105 Me. 523)	1062
Street Opening, etc. Board, <i>In re</i> , (133 N. Y. 436)	4004	Stuart v. Havens, (17 Neb. 211)	1992
Street Opening, etc. Board, <i>In re</i> , (36 N. Y. S. 311)	4054	Stuart v. Kirley, (12 S. D. 245)	600
Street Ry. Co. of Grand Rapids v. West Side St. Ry. Co., (48 Mich. 433)	3507	Stuart v. Palmer, (74 N. Y. 183)	1736, 4434, 4454, 4473
Streeter v. Breckenridge, (23 Mo. App. 244)	2796, 5623, 5624	Stuart v. School Dist., (30 Mich. 69)	364
Streeter v. Marshalltown, (123 Ia. 449)	2030, 5676	Stubbs v. Galveston, (3 Willson Civ. Cas. Tex. Ct. of App. § 143)	1052, 1054
Strelight v. Durham, (10 Okla. 361)	5030	Stubbs v. Lee, (64 Maine 195)	1003
Stretch v. Cassopolis, (125 Mich. 167)	1995, 2862, 2867	Stubbs v. People, (40 Colo. 414)	1662
Stretch v. Hoboken, (47 N. J. L. 268)	3962, 3976, 3987	Stubenrauch v. Neyenesch, (54 Ia. 567)	3008, 4301
Stricker v. Hillis, (15 Idaho 709)	2955	Stubley v. Allison Realty Co., (108 N. Y. S. 759)	5501, 5642
Strickland v. Hayes, (1 Q. B. 290)	1415, 1592	Studeor v. Gouverneur, (44 N. Y. S. 122)	5680
Strickland v. Little Rock, (68 Ark. 483)	1814, 1831	Stuebner v. St. Joseph, (81 Mo. App. 273)	4224
Strickland v. Pennsylvania R. Co., (154 Pa. St. 348)	2139	Stufflebaum v. Montgomery, (2 Idaho 763)	2936, 2959
Strike v. Collins, (50 J. P. 741)	1599	Stuhr v. Curran, (44 N. J. L. 181)	1126
Striker v. Kelly, (7 Hill. N. Y. 9)	1337, 1339, 4061, 4472	Stuhr v. Hoboken, (47 N. J. L. 147)	1121, 1148, 1149, 1452, 1515, 1521
Stritesky v. Cedar Rapids, (98 Ia. 373)	4259	Stull v. De Mattos, (23 Wash. 71)	2191, 2223, 2232, 2272
Strock v. East Orange, (77 N. J. L. 382)	803, 4611	Stultz v. State, (65 Ind. 492)	654, 5247, 5248
Strock v. East Orange, (80 N. J. L. 619)	4611	Sturgeon v. Hampton, (8 Mo. 203)	2571, 2591
Strahl, <i>Ex parte</i> , (16 Ia. 369)	1797	Sturgeon v. Paris, (Te. Civ. App. 122 S. W. 967)	3854, 3855, 3859, 3864
Strohl v. Ephrata, (178 Pa. St. 50)	3019, 3041	Sturges v. Carter, (114 U. S. 511)	1610
Strohm v. Iowa C'ty, (47 Ia. 42)	672, 1307	Sturges v. Chicago, (237 Ill. 46)	5465, 5466, 5467
Strohmeyer v. Consumers' Electric Co., (111 La. 506)	3429	Sturges v. Meridian, (95 Miss. 35)	3046
Stroker v. St. Joseph, (117 Mo. App. 350)	4280	Sturgis v. Grau, (79 N. Y. S. 843)	2393
Stromburg v. Earick, (6 B. Mon. 45 Ky. 578)	2393	Sturr v. Elmer, (75 N. J. L. 443)	1315, 1498, 2717
Strong v. Brooklyn, (68 N. Y. 1)	2513, 3242	Sturtevant v. Alton, (Fed. Cas. No. 13580)	579, 4822
Strong v. District of Columbia, (4 Mackey, 15 D. C. 242)	1266	Stutsman v. Burlington, (127 Ia. 563)	4344, 4447
Stropes v. Greene County, (72 Ind. 42)	2753	Stutsman v. McVicar, (111 Ia. 40)	1499, 1506
		Stuttgart v. John, (85 Ark. 520)	2817, 3203, 3269, 3275, 3296
		Stutzbach v. Coler, (168 N. Y. 116)	1017, 1223, 1229
		Stutzbach v. Coler, (70 N. Y. S. 901)	1016, 1257

TABLE OF CASES.

6143

(References are to Pages.)

Stutzman v. Cheyenne, (Wyo. 113 Pac. 322)	2336, 2345, 2385
Stuyvesant v. New York, (7 Cow. N. Y. 588)	1480, 1527, 1615, 2325
Stuyvesant v. Pearsall, (15 Barb. N. Y. 244)	3456
Styles v. Decatur, (131 Mich. 443)	5604
Sublett v. Bedwell, (47 Miss. 266)	923
Suburban Electric Co. v. Elizabeth, (59 N. J. L. 134).....	2612
Suburban Electric Light Co. v. Hempstead, (56 N. Y. S. 443))..	2770
Suburban Land, etc. Co. v. Vallsburg, (67 N. J. L. 461).....	4288
Suburban Light & Power Co. v. Boston, (153 Mass. 200).....	3543
Suburban Electric Light & Power Co. v. East Orange Tp., (N. J. 41 Atl. 865)	3496
Suburban Rapid Transit Co. v. New York, (128 N. Y. 510)....	3136
Succession of Erwin, (16 La. Ann. 132)	1932
Succession of Mary, (2 Rob. La. 438)	2496
Succession of Rousseau, (23 La. Ann. 1)	4489
Suchovalsky v. New York, (130 N. Y. S. 112)	5750
Suell v. Jones, (49 Wash. 582)	1780, 2030
Suesskind v. Bingham, (110 N. Y. S. 213)	5061
Suffield v. East Granby, (52 Conn. 175)	599, 614
Suffolk v. Parker, (79 Va. 660) ..	510
Suffolk Savings Bank v. Boston, (149 Mass. 364).....	4876, 4881, 4934
Sugar v. Monroe, (108 La. 67) ..	5367
Sugden v. Partridge, (174 N. Y. 87)	962, 974, 1148
Sullivan's Appeal, (77 Pa. St. 107)	955
Sullivan, <i>in re</i> , (21 D. C. 139)....	2274
Sullivan, <i>in re</i> , (55 Hun. N. Y. 285)	423, 1017
Sullivan v. Bailey, (125 Mich. 104)	3429, 3485
Sullivan v. Boston, (126 Mass. 540)	5508, 5613
Sullivan v. Bridgeport, (81 Conn. 660)	1150, 4640
Sullivan v. Gilroy, (8 N. Y. S. 401)	1016, 1259
Sullivan v. Holyoke, (135 Mass. 273)	5436, 5473, 5503
Sullivan v. Leadville, (11 Colo. 483)	1337, 1375, 2571, 2681, 2682, 4640
Sullivan v. Martin, (81 Conn. 585)	1216, 5053
Sullivan v. Missouri Pacific Ry. Co., (117 Mo. 214)	2097
Sullivan v. New York, (48 How. Pr. N. Y. 238)	944, 1153
Sullivan v. New York, etc., (53 N. Y. 652)	938
Sullivan v. North Hudson County R. Co., (51 N. J. L. 518).....	4268
Sullivan v. Pausch, (5 Ohio C. C. 196)	1336, 1338
Sullivan v. People, (114 Ill. 24)	360
Sullivan v. People, (15 Ill. 233) ..	1789
Sullivan v. Phillips, (110 Ind. 320)	828, 5577
Sullivan v. Pittsburg, (5 Pa. Super. Ct. 357)	5537
Sullivan v. Rome, (86 App. Div. N. Y. 107)	3913
Sullivan v. Speights, (14 S. C. 358)	1303
Sullivan v. Tichenor, (179 Ill. 97)	2547, 3306
Sullivan v. Urbana, (3 Ohio Dec. 554)	4864, 4868
Sullivan v. Walton, (20 Fla. 552)	4824
Sullivan v. Wellston, (12 Ohio C. C. N. S. 108)	2124
Sullivan v. Lawrence, (201 Mass. 506)	5054
Sullivan v. Whitfield, (109 Ill. App. 120)	4263
Sullivan Realty & L. Co. v. Crockett, (158 Mo. App. 573)	2902, 3026
Summerfield v. Chicago, (197 Ill. 270)	3121
Summers v. Davless, (103 Ind. 262)	5105
Summers v. Elsmere, (21 Ky. L. Rep. 525)	606
Summers v. State, (51 Ind. 201) ..	3290
Summerville v. Pressley, (38 S. C. 56) ..	1491, 1833, 1898, 1921, 1976
Summit Borough, <i>in re</i> , (114 Pa. St. 362)	324, 332
Summit County v. Gastaveson, (18 Utah 351)	2240
Summit Tp. v. New York & New Jersey Tel. Co., (57 N. J. Eq. 123)	3382, 3405, 3534
Sumner v. Gloversville, (71 N. Y. S. 1088)	5557, 5559
Sumner v. Milford, (214 Ill. 388)	4423
Sumner v. Northfield, (96 Minn. 107)	5602
Sumner v. Scaggs, (52 Ill. App. 551)	5423
Sumner v. Wellington, (66 Kan. 590)	2557
Sumter v. Deschamps, (4 S. C. 297)	300
Sumter v. Lewis, (10 Rich. S. C. 171)	1190
Sun Printing & Pub. Ass'n v. New York, (40 N. Y. S. 607)	3798, 3799, 4592, 4612
Sun Printing & Pub. Assn. v. New York, (152 N. Y. 257)	904, 3636, 3797, 3810
Sundell v. Tintah, (117 Minn. 170)	5605, 5617
Sunset Tel. & Tel. Co. v. Medford, (115 Fed. 202)	3554
Sunset Tel. & Tel. Co. v. Pasadena, (Cal. 1911, 118 Pac. 796)	3378, 3383, 3384, 3559, 3560
Sunset Tel. & Tel. Co. v. Pomona, (172 Fed. 829)	1646
Superior v. Douglas County Tel. Co., (141 Wis. 363) ..	3467, 3594, 3674
Superior v. Marble Savings Bank, (148 Fed. 7)	4792, 4794, 4907
Superior v. Norton, (63 Fed. 357)	2614
Supervisors v. Galbreath, (99 U. S. 214)	4835
Supervisors v. Gorrell, (20 Gratt. Va. 484)	2449
Supervisors v. United States, (4 Wall. U. S. 435)	282, 4973
Supervisors v. United States, (18 Wall. U. S. 71)	4963
Supervisors of Schuyler County v. People, (25 Ill. 181)....	1336, 1342, 1365
Surber's Adm. v. McClintoc, (10 W. Va. 236)	2170
Susanville v. Long, (144 Cal. 362)	1278
Susquehanna Bank v. Broome, (25 N. Y. 312)	5362

(References are to Pages.)

Susquehanna Depot v. Simmons, (112 Pa. 384)	5491, 5635, 5636
Susquehanna's Appeal, (17 Pa. Co. Ct. 398)	646
Sussex County v. Strader, (18 N. J. L. 108)	3083, 5400
Sussman v. San Luis Obispo, (126 Cal. 536)	3316
Sutherland v. Board of Street & Water Com'rs, (61 N. J. L. 436)	1227
Sutherland v. Rochester, (98 N. Y. S. 970)	1135
Sutherland-Innes Co. v. Evart, (86 Fed. 597)	804, 4607
Sutherland Imes Co. v. Roney Tp., (30 Can. Sup. Ct. 495)	4880
✓ Sutliff v. Lake, (147 U. S. 230)	4891, 4896, 4914
Sutcliffe v. New York, (117 N. Y. S. 813)	1126, 1131
Sutor v. International, etc. R. Co., (Tex. Civ. App. 1910, 125 S. W. 943)	1822, 3315
Sutter v. Kansas City, (138 Mo. App. 105)	5726
Sutton v. Cole, (3 Pick Mass. 232)	2492, 2498
Sutton v. Groll, (42 N. J. Eq. 213)	2786
Sutton v. McConnell, (46 Wis. 269)	2307, 2376, 2392
Sutton v. Port Carling, (3 Ont. L. R. 445)	4349
Sutton v. School City, (28 Ind. App. 315)	4421, 5078
Sutton v. Snohomish, (11 Wash. 24)	5127, 5395, 5589, 5638, 5713, 5729
Sutton's Case, (5 Coke's Rep. 134)	108
Sutton's Hospital Case, (5 Coke's Rep. Part X 23a)	244, 565, 566
Sutor v. International & G. N. R. Co., (Tex. Civ. App. 125 S. W. 943)	2846
Svendsen v. Alden, (101 Minn. 158)	5635, 5653
Swackhammer v. Hackettstown, (37 N. J. L. 191)	4577, 4582
Swails v. Caruthersville, (158 Mo. App. 589)	5748, 5759
Swain v. Comstock, (18 Wis. 463)	349, 355, 1813
Swain v. Fulmer, (135 Ind. 8)	3975, 3984, 4462
Swain v. McRae, (80 N. C. 111)	5288
Swain v. Philadelphia, (22 W. N. C. Pa. 120)	3054
Swain v. Schonleben, (109 N. Y. S. 223)	3010
Swaine v. Blackmore, (75 Mo. App. 74)	1723
Swamp, etc. Land Dist. v. Feck, (60 Cal. 403)	4559
Swamp, etc. Land Dist. v. Silva, (98 Cal. 51)	681
Swan v. Arkansas City, (61 Fed. 478)	4850, 4894, 4897
Swan v. Colville, (19 R. I. 161)	3921
Swan v. Indianola, (142 Ia. 731)	1299, 1359, 1374, 1894, 3953, 4294, 4564
Swanberg v. New York City, (108 N. Y. S. 364)	3695
Swann, <i>Ex parte</i> , (96 Mo. 44)	476, 959, 2446
Swann v. Buck, (40 Miss. 268)	1653
Swann v. Cumberland, (8 Gill. Md. 150)	1333, 3993, 3994, 5330
Swann v. Murray, (146 Ky. 148)	3803, 3808, 4665
Swanson St., <i>In re</i> , (163 Pa. 323)	2983, 3942, 4319
Swanson v. Ottumwa, (118 Ia. 161)	4702, 4718, 4723, 4724, 4727, 4800, 4828, 4878, 4931, 4932
Swanton v. Highgate, (81 Vt. 152)	782, 2557, 3814, 3815
Swart v. District of Columbia, (17 App. D. C. 407)	3040, 5705
Swarth v. People, (109 Ill. 621)	2216, 2239, 2243, 2275
Swarts v. Hammer, (194 U. S. 441)	5010
Swartz v. Page, (13 Mo. 603)	2512, 2531
Swartwood v. Walbridge, (10 N. Y. S. 862)	5084
Swartz, <i>Ex parte</i> , (2 Tex. App. 74)	2445
Swayze v. Monroe, (116 La. 643)	2142
Sweeney v. Kansas City R. Co., (54 Mo. App. 265)	4397, 4453
Swearingen & Coull v. Steamboat Lynx, (13 Mo. 519)	595
Swedish Evan. L. Church v. Jackson, (229 Ill. 506)	3229, 3230
Sweeley, <i>In re</i> , (12 Misc. R. N. Y. 174)	1016
Sweeney v. Butte, (15 Mont. 274)	5728, 5759
Sweeney v. Kansas City Cable Ry. Co., (150 Mo. 385)	2097
Sweeney v. Newport, (65 N. H. 86)	3293, 5665
Sweeney v. Seattle, (57 Wash. 678)	4275
Sweeney v. Tennessee Cent. R. Co., (118 Tenn. 297)	5371
Sweeny v. Bienville Water Supply Co., (121 Ala. 454)	3689
Sweeny v. New York, (173 N. Y. 414)	5134
Sweeny v. New York, (74 N. Y. S. 589)	5134, 5135
Sweet v. Buffalo etc. R. Co., (79 N. Y. 293)	3168, 3171
Sweet v. Morrison, (116 N. Y. 19)	4168
Sweet v. People, (200 Ill. 536)	2650
Sweet v. Poughkeepsie, (78 N. Y. S. 60)	5616, 5729
Sweet v. Poughkeepsie, (89 N. Y. S. 618)	5664, 5754
Sweet v. Rechel, (159 U. S. 380)	3155
Sweet v. Syracuse, (129 N. Y. 316)	4822
Sweet v. Wabash, (41 Ind. 7)	2275
Sweet Mfg. Co. v. Van Der Hoof, (121 N. Y. S. 842)	2924
Sweeting v. New York, etc. R. Co., (112 N. Y. S. 225)	4250
Sweetman, <i>In re</i> , (5 Cal. App. 577)	2241
Swenson v. Bird Island, (93 Minn. 336)	2742
Swenson v. Lexington, (69 Mo. 549)	923
Sweepston v. Barton, (39 Ark. 157)	3531, 4233, 4244, 4250
Swett v. Sprague, (55 Me. 190)	1891, 1928, 2077
Swift v. Calnan, (102 Ia. 206)	871
Swift v. Delaware, etc. R. Co., (66 N. J. Eq. 34)	2924
Swift v. Klein, (163 Ill. 269)	1436, 1587, 2278
Swift v. Klein, (163 Ill. 250)	5270

TABLE OF CASES.

6145

(References are to Pages.)

Swift v. New York, (83 N. Y. 528)	1957, 2636, 2772
Swift v. Newport, (7 Bush. Ky. 87)	5002, 5003
Swift v. People, (63 Ill. App. 453)	5267, 5294
Swift v. People, (162 Ill. 534)	850, 1951, 2111
Swift v. St. Louis, (180 Mo. 80)	2656, 2667, 3913, 3981
Swift v. Topeka, (43 Kan. 671)	1732, 2040, 2041, 2042, 2393
Swift v. Wayne Circuit Judges, (64 Mich. 479)	2436
Swift v. Williamsburg, (24 Barb. N. Y. 427)	2570, 4104
Swift & Co. v. Langbein, (127 Fed. 111)	5754
Swigart v. Chicago, (223 Ill. 371)	745
Swigert, <i>In re</i> , (119 Ill. 83)	764
Swindell v. State, (143 Ind. 153)	670, 1309, 1341, 1758, 1796
Swineford v. Franklin Co., (73 Mo. 279)	2789
Swingley v. Haynes, (22 Ill. 214)	2316
Swinhart v. St. Louis & S. R. Co., (207 Mo. 423)	3783
Swinson v. Mt. Olive, (147 N. C. 611)	4652
Switzer v. Wellington, (40 Kan. 250)	5223, 5225
Swope v. Seattle, (36 Wash. 113)	4273
Swords v. West Brownsville, (233 Pa. 533)	5733
Swoyerville Borough, <i>In re</i> , (12 Pa. Super. Ct. 118)	630
Sykes v. Columbus, (55 Miss. 115)	539, 797, 4828, 4871, 4934
Sykes v. People, (132 Ill. 32)	566, 567, 574
Sykes v. St. Cloud, (60 Minn. 442)	3681
Sylvania v. Hilton, (123 Ga. 754)	818, 1731, 1735, 1738, 2409
Sylvester v. Macauley, (1 Wils. Ind. 19)	1184, 4126
Sylvester v. St. Louis, (164 Mo. 601)	3147
Sylvester v. Webb, (179 Mass. 236)	2718, 2742
Sylvester Coal Co. v. St. Louis, (130 Mo. 323)	1723, 2155, 2158, 2306
Symons v. San Francisco, (115 Cal. 555)	4289, 4310
Syracuse v. Benedict, (33 N. Y. S. 944)	3083
Syracuse v. Hubbard, (64 App. Div. N. Y. 587)	423, 529
Syracuse v. Mapes, (55 Neb. 738)	609, 624
Syracuse v. Reed, (46 Kan. 520)	1156, 5125
Syracuse v. Roscoe, (66 N. Y. Misc. Rep. 317)	1192
Syracuse v. Roscoe, (123 N. Y. S. 403)	5149, 5184, 5187
Syracuse Savings Bank v. Seneca Falls, (86 N. Y. 317)	4330
Syracuse Tp. v. Rollins, (104 Fed. 958)	4842, 4903
Syracuse Water Co. v. Syracuse, (116 N. Y. 167)	2758, 2760, 3413, 3415, 3420, 3824

T.

Taake v. Seattle, (16 Wash. 90)	5613
Taake v. Seattle, (18 Wash. 178)	5616
Tabb v. Commonwealth, (98 Va. 47)	5013
6 McQ.—51.	

Taber v. Ferguson, (109 Ind. 227)	2669, 4048, 4075, 4314, 4554
Taber v. Grafmiller, (109 Ind. 206)	2783, 2797, 4028, 4031, 4076, 4393
Taber v. New Bedford, (135 Mass. 162)	3909, 3974
Taber v. New York, etc. R. Co., (28 R. I. 269)	3608
Tabor v. Buffalo, (120 N. Y. S. 1089)	5636
Tabor v. St. Paul, (36 Minn. 188)	5683
Tabor, etc. Ry. Co. v. Dyson, (86 Ia. 310)	626
Tabor St., <i>In re</i> , (25 Pa. Super. Ct. 355)	4263
Tacoma v. Boutelle, (61 Wash. 434)	1885, 3533, 3536, 3549
Tacoma v. Lillis, (4 Wash. 797)	1121, 1147, 1149, 1153, 1397
Tacoma v. Nisqually Power Co., (57 Wash. 420)	3115, 3116, 3131
Tacoma v. State, (4 Wash. 64)	3081, 3085
Tacoma v. Titlow, (53 Wash. 217)	3916
Tacoma Gas & E. L. Co. v. Tacoma, (14 Wash. 288)	1777, 1799, 3707, 3708
Tacoma Hotel Co. v. Tacoma L. & Water Co., (3 Wash. St. 316)	3657, 3661
Tacoma Land Co. v. Pierce, (1 Wash. 482)	309, 4962
Tacoma Land Co. v. Tacoma, (15 Wash. 133)	4513
Tacoma L. & W. Co. v. Tacoma, (13 Wash. 115)	3804
Tacoma Safety Deposit Co. v. Chicago, (247 Ill. 192)	2822, 2898, 2899, 3172
Taft v. Barrett, (53 N. H. 447)	4992
Taft v. Pittsford, (28 Vt. 286)	2570
Taggart v. Commonwealth, (102 Pa. St. 354)	409, 1043
Taggart v. Claypool, (145 Ind. 590)	599
Taggart v. Detroit, (71 Mich. 92)	2132
Taggart v. Fall River, (170 Mass. 325)	5391, 5434, 5506
Taggart v. Newport St. Ry. Co., (16 R. I. 668)	3620, 3621
Tagge v. Roslyn, (51 Wash. 258)	5713
Tahlequah v. Guinn, (5 Ind. Ter. 497)	3424, 5316, 5355
Tainter v. Worcester, (123 Mass. 311)	3893, 5062, 5520
Taintor v. Morristown, (33 N. J. L. 57)	3937, 3946, 3964
Taintor v. Thurston, (192 Mass. 522)	4003, 4054
Talbert v. Mason, (136 Ia. 373)	2793
Talbot v. Dent, (9 B. Mon. Ky. 526)	874, 5222
Talbot v. East Machias, (76 Me. 415)	1115
Talbot v. Hudson, (16 Gray Mass. 417)	3111
Talbot v. Queen Anne, (50 Md. 245)	276, 385, 535, 3899
Talbot v. Taunton, (140 Mass. 552)	5676, 5745
Talbot v. United States, (10 Ct. of Cl. 426)	951
Talbot Paving Co. v. Detroit, (109 Mich. 657)	2709
Talbutt v. State, (39 Tex. Crim. Rep. 64)	1676
Talcott v. Buffalo, (125 N. Y. 230)	1532, 1533, 5195, 5320

(References are to Pages.)

Talcott v. Buffalo, (10 N. Y. S. 370)	5371	Tate v. Greensboro, (114 N. C. 392) 1172, 1905, 2009, 2866, 4219, 4281	
Talcott v. New York, (69 N. Y. S. 360)	3064	Tate v. Missouri, etc. R. Co., (64 Mo. 149).....	3531, 4219, 4232, 4244, 4250
Talcott v. Pine Grove, (28 Fed. Cas. No. 13,735).....	875, 3361, 4830	Tate v. Ohio, etc. R. Co., (7 Ind. 479)	2847, 3391
Talcott Bros. v. Noel, (107 Ia. 470)	4551	Tate v. St. Paul, (56 Minn. 527) 5536, 5547, 5549	
Tallahassee v. Fortune, (3 Fla. 19)	5386, 5588	Tatham, Appeal of, (80 Pa. St. 465)	4615
Tallant v. Burlington, (39 Ia. 543)	4520	Tatham v. Philadelphia, (11 Phil. Pa. 276)	805, 806
Talledega v. Fitzpatrick, (133 Ala. 613)	2324, 2327	Tatman v. Benton Harbor, (115 Mich. 695)	5484, 5595
Tallmadge v. Potter, (12 Wis. 317)	5205	Tattan v. Detroit, (128 Mich. 650)	5531
Tallon v. Toboken, (60 N. J. L. 212).....	1727, 1729, 3216, 3297, 3401, 3565	Tattersalb v. Nevels, (77 Neb. 843)	669
Talmage v. Fire Department of New York, (24 Wend. N. Y. 235)	2408	Tatum v. St. Louis, (125 Mo. 647) 3200	
Talty v. Atlantic, (92 Ia. 135).....	5666	Taubert v. St. Paul, (68 Minn. 519)	5556
Tamm v. Lavallo, (92 Ill. 263) 2569, 2629		Taunton v. Talbot, (186 Mass. 341) 856	
Tampa v. Kaunitz, (39 Fla. 683) 5011, 5027		Taunton v. Taylor, (116 Mass. 254)	1941
Tampa v. Mugge, (40 Fla. 326) 4965, 5029		Tax Sale of Lot, <i>In re</i> , (42 Ind. 196)	4962
Tampa v. Salomonson, (36 Fla. 446).....	1037, 1088, 1492, 1744, 4630, 5352	Tax Collector v. Dendinger, (38 La. Ann. 261)	1303
Tampa v. Tampa Waterworks Co., (45 Fla. 600)	3713, 3726	Taxes Delinquent, <i>In re</i> , (75 Minn. 456)	5021
Tampa Waterworks Co. v. Mugge, (Fla. 53 So. 943)	3601	Taxpayers, <i>In re</i> , (38 How. Pr. N. Y. 515)	4354
Tampa Waterworks Co. v. Tampa, (199 U. S. 241).....	1641, 3713, 3726	Taxpayers, <i>In re</i> , (40 How. Pr. N. Y. 444)	4830
Tananevich v. Lamczyk, (134 Ill. App. 135)	4144	Taxpayers and Freeholders, <i>In re</i> , (157 N. Y. 78)	2640
Tannenbaum v. Rehm, (152 Ala. 494)	2083	Taxpayers and Freeholders, <i>In re</i> , (50 N. Y. S. 356) 2639, 4615, 4623, 4634, 4642, 5325	
Tanner v. Albion, (5 Hill. N. Y. 121)	2115	Taxpayers v. Tennessee Cent. R. Co., (11 Lea. 329).....	4802, 4828, 4844, 4931
Tanner v. Auburn, (37 Wash. 38)	2729, 2737	Taylor, <i>Ex parte</i> , (87 Cal. 91) 1998, 2935	
Tappan, <i>In re</i> , (54 Barb. N. Y. 225)	1931, 4467	Taylor, <i>In re</i> , (12 Manitoba 18).....	2154
Tappan v. Gray, (7 Hill. N. Y. 259)	5195	Taylor, <i>In re</i> , (160 Pa. 475).....	339
Tappan v. Long Branch Police Commission, (59 N. J. L. 371) 4009, 4115, 4641		Taylor v. Americus, (39 Ga. 59) 1435, 2385, 2438, 2440	
Tappan v. Young, (9 Daly. N. Y. 357)	840, 3910	Taylor v. Armstrong, (24 Ark. 102)	3313
Taraldson v. Lime Springs, (92 Ia. 187)	3291, 3293, 5166	Taylor v. Austin, (32 Minn. 247) 5525	
Tarba v. Rochester, (58 N. Y. S. 755)	5725	Taylor v. Austin, (83 Neb. 581).....	5166
Tarbutton v. Tennille, (110 Ga. 90)	5418, 5421	Taylor v. Ballard, (24 Wash. 191) 5631	
Tarentum v. Moorehead, (26 Pa. Super. Ct. 273).....	2741, 4135, 4347	Taylor v. Bay City, (101 Mich. 140)	3622
Tarentum Water Co. v. Tarentum Borough, (230 Pa. 148).....	3822	Taylor v. Beckham, (178 U. S. 548)	1071
Tarkio v. Cook, (120 Mo. 1).....	1335, 1481, 1493, 1564, 1705, 1842, 1843, 2116, 2130	Taylor v. Beebe, (3 Rob. N. Y. 262)	2526, 2527
Tarkio v. Loyd, (109 Mo. App. 171)	2317, 2426	Taylor v. Blinford, (37 Ohio St. 262)	2485
Tarkio v. Lloyd, (179 Mo. 600) 1815, 2433		Taylor v. Bloomington, (186 Ill. 497)	3993
Tarlton, <i>Ex parte</i> , (2 Ala. 35).....	2438	Taylor v. Board of Health, (31 Pa. St. 73)	413, 981, 5202
Tarman v. Atchison, (69 Kan. 483)	3990	Taylor v. Boyd, (63 Tex. 533) 4337, 4342, 4447, 4484, 4552, 4553	
Tarras v. Winona, (71 Minn. 22).....	5709	Taylor v. Canton, (30 Pa. Super. Ct. 305)	5400
Tarver v. Dalton, (134 Ga. 462).....	5037	Taylor v. Carondelet, (22 Mo. 105)	294, 1032, 1410, 1528, 1549, 1554, 1806
Tash v. Adams, (10 Cush. Mass. 252)	805	Taylor v. Cohoes, (106 N. Y. 54).....	5127
Tate v. Elberton, (136 Ga. 301) 4708, 4712, 5314		Taylor v. Commonwealth, (3 J. Marsh Ky. 401)	1020
		Taylor v. Crawfordsville, (155 Ind. 403)	4297
		Taylor v. Cumberland, (64 Md. 68)	5663
		Taylor v. Davless, (17 Ky. L. Rep. 711)	4933

TABLE OF CASES.

6147

(References are to Pages.)

Taylor v. District of Columbia, (24 App. Cas. D. C. 392)...	1828, 1898	Taylor v. Sandersville, (118 Ga. 63) 1816, 1868, 1874, 2046, 2165,	2389
Taylor v. Donner, (31 Cal. 480)	4483	Taylor v. Sauer, (40 Pa. Super. Ct. 229)	2914
Taylor v. Dunn, (80 Tex. 652)	3446, 3475	Taylor v. Smith, (50 N. J. L. 101)	4946
Taylor v. Erie City Pass. R. Co., (37 Pa. Super. Ct. 292)....	3436, 3487	Taylor v. State, (35 Wis. 298)....	1564
Taylor v. Fort Wayne, (47 Ind. 274)	329,	Taylor v. Sullivan, (45 Minn. 309)	994, 1056
356, 596, 607, 614, 619, 636,	3200	Taylor v. Tacoma, (8 Wash. 174)	120, 1397
Taylor v. Goodwin, (4 Q. B. Div. 228)	2040	Taylor v. Taylor, (10 Minn. 107)	926
Taylor v. Griswold, (14 N. J. L. 222)	1417, 1423, 1576	Taylor v. Union Traction Co., (184 Pa. St. 465).....	2040
Taylor v. Haverhill, (192 Mass. 287)	4505	Taylor v. Wapakoneta, (26 Ohio Cir. Ct. 285)	2667, 3039
Taylor v. Henry, (2 Pick. Mass. 397).....	1325, 1375, 1377, 1380, 1388	Taylor v. Waverly, (94 Ia. 661)	5008
Taylor v. Houston & T. C. R. Co., (Tex. Civ. App. 30 S. W. 260)	4218, 4247, 4282	Taylor v. Yonkers, (105 N. Y. 202)	5661, 5694, 5696, 5697, 5698
Taylor v. Holt, (W. Va. 1906, 56 S. E. 205)	1718	Taylor v. Ypsilanti, (105 U. S. 60)	3797, 4848
Taylor v. Hoya, (9 Tex. Civ. App. 312)	1795	Taylor v. Ypsilanti, (11 Fed. 925)	4830
Taylor v. Jackson, (83 Mo. App. 641)	4254, 4276	Taylor, etc. Co. v. Chandler, (9 Heisk. Tenn. 349)	4328, 4460
Taylor v. Keep, (2 Ill. App. 368)	2506	Taylor, etc. Co. v. Pine Bluff, (34 Ark. 608)	799,
Taylor v. Lake Shore, etc. Ry. Co., (45 Mich. 74)....	1458, 1461, 1468	1574, 2155, 2158, 2280,	2447
Taylor v. Lambertville, (43 N. J. Eq. 107)....	1391, 2625, 2669, 2722, 4044	Taylorville v. Hogan, (130 Ill. App. 70)	338, 339
Taylor v. McFadden, (84 Ia. 263)	827, 925, 1510, 3841, 3843, 4008, 4954	T. B. Townsend Brick & Con- tracting Co. v. Central Trust Co., (187 Fed. 63)	3572, 3717
Taylor v. Manson, (9 Cal. App. 382)	1172, 1193, 5393, 5593	Teachout v. Des Moines Broad Gauge St. R. Co., (75 Ia. 722)...	3422
Taylor v. Moore, (Ark. 1911, 138 S. W. 634)	2049	Teager v. Flemingsburg, (109 Ky. 746)	5428
Taylor v. Moss, (35 Mo. App. 441)	5304, 5308	Teague v. Bloomington, (40 Ind. App. 68)	2966, 5658, 5659
Taylor v. Mott, (123 Cal. 497)	804, 4594	Teale v. Harris, (60 J. P. 744)...	1594
Taylor v. Mount Vernon, (12 N. Y. S. 25)	5666	Teass v. St. Albans, (38 W. Va. 1)	2001, 2932, 2972
Taylor v. Nashville, etc. R. Co., (6 Coldw. Tenn. 646)	1833	Teater v. Seattle, (10 Wash. 327)	5775
Taylor v. New York, (67 N. Y. 87)	1118, 1148, 1159, 5134	Tebo v. Brooklyn, (134 N. Y. 341)	594
Taylor v. New York, (82 N. Y. 10)	5128, 5187	Teegarden v. Davis, (36 Ohio St. 601)	4517
Taylor v. Newbere, (2 Jones Eq. N. C. 141)	326, 354, 873	Teegarden v. Racine, (56 Wis. 545)	828, 4517, 4531
Taylor v. Normal Highway Com'rs., (88 Ill. 527).....	1292, 1318	Teel v. Fonda, (4 Johns N. Y. 304)	2338
Taylor v. Owensboro, (98 Ky. 271)	1419, 1564,	Teeple v. State, (171 Ind. 268)	278, 5075
1865, 1869, 1874, 2402, 5064,	5444	Teft v. Size, (10 Ill. 432)....	1512, 1837
Taylor v. Palmer, (31 Cal. 241)	1499, 1504, 1518, 2616, 4061, 4160,	Tegeler v. Kansas City, (95 Mo. App. 162)	4220, 4221, 4262, 4280
4378, 4379, 4380, 4453, 4536,	4538	Tehma v. Sisson, (152 Cal. 167)	4684
Taylor v. Patton, (160 Ind. 4)	3930, 3934, 4515	Telephone & Teleg. Co. v. Cas- sedy, (78 Miss. 666)	2869
Taylor v. Peckham, (8 R. I. 349)	5593, 5594, 5596, 5672	Telheard v. Bay St. Louis, (87 Miss. 530)	2436
Taylor v. Phillippl, (35 W. Va. 554)	3285	Tell v. Bielefeld, (20 Ind. App. 1)	2845, 2923
Taylor v. Plymouth, (8 Metc. Mass. 462)	1892, 5464	Temby v. Ishpeming, (140 Mich. 146)	5623, 5672
Taylor v. Porter, (4 Hill. N. Y. 140)	2180	Temperance Hall Assn. v. Giles, (33 N. J. L. 260)	1993
Taylor v. Portsmouth, etc. St. Ry., (91 Me. 193)	3617, 3638	Temple v. Sumner, (51 Miss. 13)	2282
Taylor v. Postal Cable Teleg. Co., (202 Pa. St. 583)....	1683, 3560, 3561	Templeton v. Horne, (82 Ill. 491)	4199
Taylor v. Public Service Cor- poration, (75 N. J. Eq. 371)....	3435	Templeton v. Tekamah, (32 Neb. 542).....	2190, 2240, 2241, 2242, 2265
Taylor v. Reynolds, (92 Cal. 573)	2367	Templin v. Boone, (127 Ia. 91)	5693, 5697, 5698, 5766
Taylor v. Ross County Com'rs., (23 Ohio St. 22).....	2487, 3799	Templin v. Iowa City, (14 Ia. 59)	5431
Taylor v. St. Louis, (14 Mo. 20)	4031, 4229, 4233, 5545	Ten Eyck v. Delaware & R. Canal Co., (18 N. J. L. 200)....	251
Taylor v. St. Paul, (25 Minn. 129)	4271		

(References are to Pages.)

Ten Eyck v. Pontiac, etc. R. Co., (74 Mich. 226)	1297	Territory v. Jerome, (7 Ariz. 320)	339
Tenbusch Realty Co. v. Vorce, (29 Ohio Cir. Ct. R. 145)	2069	Territory v. Kenney, (11 Ariz. 353)	2240
Tenement House Dept. v. Moeschchen, (179 N. Y. 325)	2178	Territory v. Matson, (16 N. M. 135)	4630
Tennant v. Crocker, (85 Mich. 328)	828,	Territory v. Mohave, (2 Ariz. 248)	921
1288, 1305, 1364, 4026, 4060,	5266	Territory v. Oklahoma, (2 Okla. 158)	4735
Tennessee Brewing Co. v. Union Ry. Co., (113 Tenn. 53)	3419	Territory v. Robertson, (19 Okla. 149)	2119
Tennessee Paving Brick Co. v. Barker, (119 Ky. 654) ...	1812, 4204	Territory v. Shearer, (2 Dak. 332)	5279
Tenney v. Cincinnati, (24 Ohio Cir. Ct. Rep. 237)	4263	Territory v. Socorro, (12 N. M. 177)	5285
Tenney v. East Warren Lumber Co., (43 N. H. 343)	581, 582	Territory v. Stewart, (1 Wash. 98)	261, 325, 328, 337, 342, 343
Tenny v. Lentz, (16 Wis. 566)	2058, 2270	Territory v. Whitehall, (13 Okla. 534)	4816
Tenth Nat. Bank v. New York City, (80 N. Y. 660)	4578, 5135	Territory v. Yavapai, (9 Ariz. 405)	5272
Tepidino v. New York, (50 Misc. R. N. Y. 324)	1153	Terry v. Allis, (20 Wis. 32)	4772
Terre Haute v. Beach, (96 Ind. 143)	656	Terry v. Gleason, (47 N. Y. S. 741)	5371
Terre Haute v. Constans, (26 Ind. App. 421)	5637	Terry v. Milwaukee, (15 Wis. 490)	4774
Terre Haute v. Evansville, etc. R. Co., (149 Ind. 174)	3132, 3133, 3139	Terry v. New York, (8 Bosw. N. Y. 504)	5516
Terre Haute v. Hudnut, (112 Ind. 542)	5426, 5528, 5532, 5533, 5538, 5549	Terry v. Perry, (199 N. Y. 79) ..	5685
Terre Haute v. Kersey, (159 Ind. 300)	2193, 2221, 2248, 2252	Terry v. Richmond, (94 Va. 537) ..	5484
Terre Haute v. Lake, (43 Ind. 481)	1454, 1767, 1796, 1811, 2608, 2767	Terry v. State, (22 Ohio Cir. Ct. 16)	2375
Terre Haute v. Mack, (139 Ind. 99)	4527	Terwilliger v. Wheeler, (81 N. Y. S. 173)	2556
Terre Haute v. Terre Haute Waterworks Co., (94 Ind. 305)	2510, 2511, 2533, 5181	Tesh v. Commonwealth, (4 Dana Ky. 522)	2288, 2290
Terre Haute v. Turner, (36 Ind. 522)	1997, 2833, 4219	Teter v. Clayton, (71 Ind. 237) ..	1789
Terre Haute, etc. R. Co. v. McCorkle, (140 Ind. 613)	2384	Tetherow v. Grundy County Court, (9 Mo. 118)	5217
Terre Haute, etc. R. Co. v. Nelson, (130 Ind. 258)	4160	Teutonic Ins. Co. v. O'Connor, (27 La. Ann. 371)	981
Terre Haute, etc. R. Co. v. Voelker, (129 Ill. 540) ..	1500, 1838, 1846	Tewis v. Randall, (6 Cal. 632)	570
Terrell, <i>Ex parte</i> , (40 Tex. Cr. App. 28)	2195	Tewksbury v. Lincoln, (84 Neb. 571)	2833, 5431, 5721
Terrell v. Dissaint, (71 Tex. 770)	4619	Texarkana v. Friedell, (82 Ark. 531)	2740, 2744, 2745
Terrell v. Louisville Water Co., (31 Ky. L. Rep. 1281) ...	3601, 5069	Texarkana v. Leach, (66 Ark. 40)	2983, 3002, 3007
Terrell v. Louisville Water Co., (127 Ky. 77)	5458	Texarkana v. Southwestern Tel. & Tel. Co., (48 Tex. Civ. App. 16)	3540, 3380, 3383
Terrell v. Paducah, (122 Ky. 331) ..	4187	Texarkana v. Talbot, (7 Tex. Civ. App. 202)	4222, 4241, 4254
Terrell v. State, (41 Tex. 463) ..	361	Texarkana Gas & Electric Co. v. Texarkana, (Tex. Civ. App. 123 S. W. 213)	1908, 3446, 3557
Terrell v. Strong, (35 N. Y. S. 1000)	2693, 2701, 2703	Texarkana, etc. Ry. Co. v. Frugia, (43 Tex. Civ. App. 48) ..	1842
Terrell v. Washington, (158 N. C. 281) ...	3861, 5129, 5131, 5396, 5518, 5519, 5583	Texarkana, etc. Ry. Co. v. Texas, etc. R. Co., (28 Tex. Civ. App. 551)	3391, 3525
Terrett v. Taylor, (9 Cranch U. S. 43)	513	Texas Anchor Fence Co. v. San Antonio, (30 Tex. Civ. App. 561)	1105, 1109
Terrill v. Bloomfield, (Tex. 21 S. W. 1041)	3949	Texas Banking & Ins. Co. v. State, (42 Tex. 636)	2223, 2341
Territory v. Armstrong, (6 Dak. 226)	5252, 5253	Texas Central R. Co. v. Hannay-Frerichs & Co., (Tex. Civ. App. 130 S. W. 250)	1611
Territory v. Deegan, (3 Mont. 82)	2972	Texas, etc. Ry. Co. v. Allen, (Tex. Civ. App. 98 S. W. 450)	1698
Territory v. De Wolfe, (13 Okla. 454)	1344, 3413	Texas, etc. R. Co. v. Kirk, (115 U. S. 1)	298
Territory v. Hopkins, (9 Okla. 133)	4806	Texas, etc. R. Co. v. Rosedale St. R. Co., (64 Tex. 80)	3615
Territory v. Jacobs, (12 Okla. 152)	1054, 1058	Texas, etc. R. Co. v. Syfan, (91 Tex. 562)	2374
		Textor v. Baltimore, etc. R. Co., (59 Md. 63)	2087, 2099

TABLE OF CASES.

6149

(References are to Pages.)

Thacher v. Dartmouth Bridge Co., (18 Pick. Mass. 501).....	3080	Thirty-ninth St., <i>In re</i> , (1 Hill, N. Y. 191)	4511
Thacher v. Jefferson Co., (18 Kan. 182)	2594	Thomas, <i>Ex parte</i> , (71 Cal. 204)	1677, 1678
Thaison v. Sanchez, (18 Tex. Civ. App. 73)	1143	Thomas, <i>In re</i> , (53 Kan. 659)	1487, 1865
Thale v. Cincinnati, (8 Ohio Dec. 131)	2799	Thomas v. Ashland, (12 Ohio St. 124)	2366, 2446
Thaler v. West Chicago Park Com'rs, (174 Ill. 211)	4042	Thomas v. Brooklyn, (58 Ia. 438)	5617
Thamm, <i>Ex parte</i> , (10 Mo. App. 595)	2423	Thomas v. Burlington, (69 Ia. 140)	4717
Tharin v. Seabrook, (6 S. C. 113)	915, 917	Thomas v. Citizens Horse R. R. Co., (104 Ill. 462)	1321
Thatcher v. Chicago, etc. R. Co. (120 Ill. 560)	4989	Thomas v. Clapp, (20 Barb. N. Y. 165)	914
Thatcher v. People, (93 Ill. 240)	4658	Thomas v. Clay County Commis- sioners, (5 Ind. 4)	431
Thatcher v. Powell, (6 Wheat. U. S. 119)	4042	Thomas v. Dakin, (22 Wend. 9)	243, 248, 344
Thatcher v. Toledo, (19 Ohio Cir. Ct. R. 311)	1341	Thomas v. Eckard, (88 Ill. 593)	3199, 3200
The Canada Atlantic, etc. Co. v. Ottawa, (8 Ontario Rep. 183)	1328	Thomas v. Findlay, (6 Ohio Cir. Ct. R. 241)	5069
Thayer v. Boston, (19 Pick. 511)	5394, 5477	Thomas v. Ford, (63 Md. 346)	3211
Thayer v. Boston, (124 Mass. 132)	5033	Thomas v. Gain, (35 Mich. 155)	1736, 4157, 4456, 4459, 4462
Thayer v. Grand Rapids, (82 Mich. 298)	4529	Thomas v. Grand Junction, (13 Colo. App. 80)	1453, 1480, 1485, 3817, 3821, 4815, 4857
Thayer v. Montgomery, (Fed. Cas. No. 13,870)	4836	Thomas v. Grafton, (34 W. Va. 282)	5401, 5404
Thayer Lumber Co. v. Muskegon, (152 Mich. 59)	4433, 4436	Thomas v. Greenwood, (6 Ohio Dec. 639)	4798
The Maling, <i>In re</i> , (110 Fed. 227)	4220	Thomas v. Hot Springs, (34 Ark. 553)	792, 1615
The S. A. Macaulley, <i>In re</i> , (116 Fed. 107)	4220	Thomas v. Hunt, (134 Mo. 392)	2818, 2938, 3010
Theilan v. Porter, (14 Lea, Tenn. 622)	1961	Thomas v. Intercounty St. Ry. Co., (167 Pa. St. 120)	2943
Theisen v. McDavid, (34 Fla. 440)	1815, 2127, 2359, 2367	Thomas v. Lansing, (14 Fed. 618)	4867, 4894
Theiss v. Hunter, (4 Ida. 788)	4684	Thomas v. Leland, (24 Wend. N. Y. 65)	532, 536
Themanson v. Kearney, (35 Neb. 267)	3961, 4042	Thomas v. Mason, (39 W. Va. 526)	1934, 5096
Theobald v. Louisville, etc. R. Co., (66 Miss. 279)	3039, 3612	Thomas v. Mead, (36 Mo. 232)	2449
Thetford v. Hubbard, (22 Vt. 440)	856, 5094	Thomas v. Metz, (236 Ill. 86)	3005, 3198, 3248
Theulan v. Viola Township, (139 Ia. 61)	1172	Thomas v. Mount Vernon, (9 Ohio 290)	2300
Theurer v. People, (211 Ill. 296)	2111	Thomas v. New York, (131 N. Y. S. 697)	5675, 5719
Theurer v. People, (113 Ill. App. 628)	2539	Thomas v. Owens, (4 Md. 139)	1057
Thibodeaux v. Maggioni, (4 La. Ann. 73)	2001, 2978, 3089, 3959, 3964, 4218	Thomas v. Port Huron, (27 Mich. 320)	4605, 4830
Thies v. Thomas, (77 N. Y. S. 279)	2037	Thomas v. Richmond, (12 Wall. U. S. 349)	782, 1416, 1418, 4583
Thilemann v. New York, (73 N. Y. S. 352)	4168	Thomas & Co. v. Olympia, (12 Wash. 465)	4135
Thileman v. New York, (81 N. Y. S. 773)	4178, 4179	Thomas v. Saunders, (56 Fla. 100)	1872
Thillman v. Baltimore, (111 Md. 131)	5431, 5488, 5489	Thomas v. Snead, (99 Va. 613)	2195, 2282, 5011
Third Ave., <i>In re</i> , (54 Wash. 460)	4381	Thomas v. State, (5 How. Miss. 20)	2288
Third, Fourth & Fifth Sts., <i>In re</i> , (49 Wash. 109)	4444	Thomas v. State, (6 Mo. 457)	2353
Third Municipality of New Or- leans v. Blanc, (1 La. Ann. 385)	2050, 2058	Thomas v. Sutters, (1 Ch. 10, 63 J. P. 724)	1415, 1592
Third Nat. Bank of Syracuse v. Seneca Falls, (15 Fed. 783)	4869, 4892	Thomas v. Thompson, (31 Ky. L. Rep. 524)	1206, 1251, 5053, 5221
Thirteenth St., <i>In re</i> , (16 Pa. Super. Ct. 127)	4404	Thomas v. Woods, (32 Ky. L. Rep. 1405)	4059
Thirteenth, etc. Sts. Pass. Ry. Co. v. Broad St. R. T. S. R. Co., (219 Pa. St. 10)	3768, 3771	Thomas v. Yazoo City, (95 Miss. 395)	2119, 2318
Thirty-fourth Street, <i>In re</i> , (10 Phila. N. Y. 197)	3932	Thomas Cusack Co. v. Cincinnati, (9 Ohio N. P. N. S. 466)	2015
		Thomas Harrington's Sons Co. v. Jersey City, (78 N. J. L. 610)	2575

(References are to Pages.)

Thomason v. Ashworth, (73 Cal. 73)	728, 1800	Thompson v. Ocean City R. Co., (60 N. J. L. 74)	1737, 3389
Thomason v. Carroll, (132 Cal. 148)	4004, 4006	Thompson v. Ocean City R. Co., (N. J. 37 Atl. 129)	3279
Thomason v. Ruggles, (69 Cal. 465)	3903	Thompson v. Ocean Grove Camp Meeting Assn., (55 N. J. L. 507)	2222
Thomaston v. Greenbush, (106 Me. 242)	5099	Thompson v. Pacific R. Co., (9 Wall. U. S. 579)	298
Thomasville v. Thomasville Electric L. & Gas Co., (122 Ga. 399)	4657, 4925	Thompson v. Perrine, (103 U. S. 806)	4870
Thompson, <i>Ex parte</i> , (52 Ala. 98)	5275	Thompson v. Perris Irrig. Dist. (116 Fed. 769)	5285
Thompson, <i>In re</i> , (117 Mo. 93)	2164, 2446	Thompson v. Perue, (29 Ind. 305)	4605, 4608
Thompson v. Abbott, (61 Mo. 176)	312, 699, 709	Thompson v. Pittson, (59 Me. 545)	809
Thompson v. Alameda, (111 Cal. 553)	3441	Thompson v. Schermerhorn, (6 N. Y. 92)	800, 849, 3910, 3911
Thompson v. Alameda, (144 Cal. 281)	840	Thompson v. Schenectady R. Co., (124 Fed. 274)	3492
Thompson v. Allen, (115 U. S. 550)	715	Thompson v. Springfield Water Co., (215 Pa. St. 275)	3599
Thompson v. Boston, (212 Mass. 211)	5706	Thompson v. State, (45 Ind. 495)	2397
Thompson v. Boonville, (61 Mo. 282)	1393, 1394, 1499, 1500	Thompson v. State, (17 Tex. App. 253)	1680
Thompson v. Bridgewater, (7 Pick. Mass. 188)	5743	Thompson v. Sumner, (9 Wash. 310)	4008, 4062
Thompson v. Carroll, (22 How. U. S. 422)	1416, 1418, 5037	Thompson v. Thorp, (32 N. J. Eq. 401)	4495
Thompson v. Citizens' Street R. Co., (152 Ind. 461)	1430, 1609	Thompson v. Troup, (74 Conn. 121)	952, 1210
Thompson v. Dodge, (58 Minn. 555)	2040	Thompson v. Watson, (48 Ohio St. 552)	5239
Thompson v. Evans, (49 Ill. App. 289)	2077, 1165	Thompson v. West Bay City, (137 Mich. 94)	5472, 5486, 5634, 5637
Thompson v. Ewing, (1 Brewst. 67)	921	Thompson v. Winona, (96 Mass. 591)	5525, 5566
Thompson v. Goldsboro, (151 N. C. 189)	3697	Thompson Nav. Co. v. Chicago, (79 Fed. 984)	5069, 5458
Thompson v. Highland Park, (187 Ill. 265)	1481, 1774, 1780, 4095, 4352	Thompson & Peterson v. Stephens, (131 Ia. 51)	3556
Thompson v. Hill, (Ga. 73 S. E. 640)	3227	Thompson & Son v. Macon City, (106 Mo. App. 84)	2951
Thompson v. Hoge, (30 Cal. 179)	4061	Thomsen v. McCormick, (136 Ill. 125)	3009, 3201
Thompson v. Holt, (52 Ala. 491)	5279, 5280	Thomson v. Boonville, (61 Mo. 282)	820, 847, 3909, 3910, 3956, 4225
Thompson v. Jackson, (93 Ia. 376)	1197	Thomson v. Elton, (109 Wis. 589)	3538
Thompson v. Keokuk, (61 Ia. 187)	3937	Thomson v. Norris, (62 Ga. 538)	5202
Thompson v. Lee, (3 Wall U. S. 327)	782, 785, 1336	Thomson v. People, (184 Ill. 17)	1774, 4521
Thompson v. McPherson, (Ky. 124 S. W. 272)	3213, 3244	Thomson, Houston E. Co. v. Newton, (42 Fed. 723)	827, 3814, 3815, 3818, 3843, 3892, 4008, 4733, 5352
Thompson v. Macon City, (106 Mo. App. 84)	4235, 4276	Thonney v. Rice, (43 Wash. 708)	3284, 3340
Thompson v. Mamakating, (37 Hun, N. Y. 400)	4882	Thorn v. Atlanta, (77 Ga. 661)	2278
Thompson v. Mecosta, (127 Mich. 522)	4874, 4876, 4887, 4900, 4901, 4928, 4929	Thorn v. West Chicago Park Com'rs, (130 Ill. 594)	4476
Thompson v. Millen, (24 Ky. L. Rep. 2479)	2053, 2056	Thorn & Hunkins Lime & Cement Co. v. Citizens Bank of St. Louis, (158 Mo. 272)	4198
Thompson v. Milwaukee, (69 Wis. 492)	369, 1483, 1484	Thornburg v. School District, (175 Mo. 12)	4739, 4839
Thompson v. Moran, (44 Mich. 602)	2461, 2463, 3119	Thornburg v. Tyler, (16 Tex. Civ. App. 439)	581, 4618, 4842, 4850
Thompson v. Mount Vernon, (11 Ohio St. 688)	1423	Thorndike v. Camden, (82 Me. 39)	4870
Thompson v. Multnomah, (2 Ore. 34)	5210	Thorndike v. M'lwaukee Auditorium Co., (143 Wis. 1)	2490, 3203, 3204, 3209, 3221, 3323, 3327, 3346
Thompson v. Nemeyer, (59 Ohio St. 486)	2517, 2519	Thornhill v. Cincinnati, (4 Ohio Cir. Ct. R. 354)	2096
Thompson v. New York, (11 N. Y. 115)	882, 3893	Thornhill v. Stephany, (66 N. J. L. 171)	1524
Thompson v. New York, (3 Sandf. 487)	3893	Thornton, <i>Ex parte</i> , (12 Fed. 538)	1678, 2222, 3224
		Thornton v. Campton, (18 N. H. 20)	1370
		Thornton v. Cincinnati, (26 Ohio Cir. Ct. R. 33)	4513

TABLE OF CASES.

6151

(References are to Pages.)

Thornton v. Clinton, (148 Mo. 648)	2571	Tiger v. Morris Common Pleas, (42 N. J. L. 631).....	497
Thornton v. Missouri Pac. R. Co., (42 Mo. App. 58)	865	Tigh v. Chouquette, (21 Mo. 238)	2527
Thornton v. National Exchange Bank, (71 Mo. 221).....	2488	Tighe v. Lowell, (119 Mass. 472)	5647
Thornton v. Sturgis, (38 Mich. 639)	1514, 1518, 1523, 5122	Tileston v. Newman, (23 Vt. 421)	5073
Thornton v. Fugate, (21 Ind. App. 537)	5577	Tileston v. Street Com'rs., (182 Mass. 325)	4534
Thoroughgood v. Georgetown Water Co., (Del. Ch. 77 Atl. 720)	3424	Tilford v. Belknap, (31 Ky. L. Rep. 662)	2064, 2072
Thorp v. Clanton, (10 Ariz. 94)	3270	Tilford v. New York, (37 N. Y. S. 185)	5477
Thorpe v. Rutland, etc. R. Co., (27 Vt. 140)	294, 1888	Tilford v. Olathe, (44 Kan. 721)	619, 621, 652
Thrasher v. Greene, (87 Mo. 419)	2591	Tillamook Water Co. v. Tillamook, (139 Fed. 405)	3817
Thrift v. Elizabeth City, (122 N. C. 31)	3412, 4588, 4652	Tillamook City v. Tillamook County, (56 Ore. 112)	4983
Throop v. Langdon, (40 Mich. 673)	936, 943, 951	Tilleny v. Knoblauch, (73 Minn. 108)	2293
Thrower v. Atlanta, (124 Ga. 1)	1864, 1867	Tillinghast v. Merrill, (151 N. Y. 135)	1179
Thuis v. Vincennes, (Ind. App. 73 N. E. 141)	5620	Tillman v. Otter, (93 Ky. 600).....	1325
Thunborg v. Pueblo, (18 Colo. App. 80)	5678	Tillotson v. Saginaw, (94 Mich. 240)	4816
Thurlow Medical Co. v. Salem, (67 N. J. L. 111)	851	Tillson v. Ford, (53 Cal. 701).....	1061
Thurmond v. Shreveport, (124 La. 178)	1164	Tillson v. Putnam, (19 Ohio St. 415)	5298
Thurston v. Huston, (123 Ia. 157)	1298	Tilton v. Haverhill, (203 Mass. 580)	5730
Thurston v. St. Joseph, (51 Mo. 510)	1964, 3030, 3895, 4219, 4233, 5530, 5543, 5545, 5558	Tilly v. Mitchell & Lewis Co., (121 Wis. 1).....	2893, 2953, 2962, 2987, 2990, 2995, 2997
Tibbs v. Atlanta, (125 Ga. 18)	1221, 1243	Tillyer v. Minderman, (70 N. J. L. 512)	1064
Tibbetts v. West, etc. R. Co., (153 Ill. 147)	3438	Tilyou, <i>In re</i> , (67 N. Y. S. 1097) ..	949
Tice v. Atlantic Const. Co., (52 N. Y. App. Div. 284).....	266, 2556	Tilzle v. Hays, (8 Wash. 187) ..	3202
Tice v. New Brunswick, (73 N. J. L. 615)	1114, 1119	Times Printing Co. v. Seattle, (25 Wash. 149)	2707, 2710
Tide-water Co. v. Coster, (18 N. J. Eq. 519)	4157, 4456	Times Pub. Co. v. Everett, (9 Wash. 518)	2704, 2710, 5336, 5356
Tie Loy, <i>In re</i> , (26 Fed. 611).....	1580, 1603	Times Pub. Co. v. Ladomus, (5 W. N. C. Pa. 33)	1981
Tiede v. Schneidt, (105 Wis. 470)	2576	Times Pub. Co. v. Weatherby, (139 Cal. 618)	2610, 2624, 2750
Tiedemann v. Staten Island, etc. R. Co., (46 N. Y. S. 64).....	3434	Times Pub. Co. v. White, (23 R. I. 334)	5283
Tiedke v. Saginaw, (43 Mich. 64)	2340	Timm v. Caledonia Station, (149 Mich. 323)	2119
Tiernan v. Rinker, (102 U. S. 123)	1678	Timothy v. Fenn, (74 J. P. 123) ..	582
Tiernan v. Thorp, (88 Neb. 662)	2899, 2904	Tims v. State, (26 Ala. 165)	1790, 2362
Tierney v. Brown, (65 Miss. 563)	1322, 1326	Tindley v. Salem, (137 Mass. 171)	5381, 5409, 5460
Tierney v. Dodge, (9 Minn. 166)	309, 2425, 2426, 2436, 2437, 2438	Tingley v. Providence, (9 R. I. 388)	4313
Tiers v. New York, (74 Hun, N. Y. 452)	5679	Tingue v. Port Chester, (101 N. Y. 294)	2682, 3463
Tiffany St., <i>In re</i> , (82 N. Y. S. 852)	4237, 4254, 4256	Tinicum Fishing Co. v. Carter, (61 Pa. St. 21)	385
Tiffany St., <i>In re</i> , (179 N. Y. 455)	1041, 1258	Tinkel v. Griffin, (26 Mont. 426) ..	929
Tiffany & Co. v. Drummond, (168 Fed. 47)	2967	Tinkham v. Greer, (11 Kan. 299) ..	1405
Tiffin v. Griffith, (74 Ohio St. 219)	4741	Tinsley v. Kirby, (17 S. C. 1) ..	1047
Tiffin v. Shawhan, (43 Ohio St. 173)	2527, 2530	Tippecanoe v. Chissom, (7 Ind. 688)	2305, 2317, 5118, 5121
Tift v. Buffalo, (65 Barb. 460)	1709, 5343, 5367	Tippecanoe v. Cox, (6 Ind. 403) ..	690, 694, 4759, 4767
Tift v. Buffalo, (7 N. Y. S. 633)	4508, 4526	Tippecanoe v. Lafayette, (7 Ind. 614)	3883
Tift v. Buffalo, (49 N. Y. S. 489)	2632, 2669	Tippecanoe v. Mitchell, (131 Ind. 370)	2718
Tift v. Buffalo, (82 N. Y. 204)	539, 4088	Tippecanoe v. Reynolds, (44 Ind. 509)	2511
Tift v. Jones, (77 Ga. 181).....	1849	Tipton v. Jones, (77 Ind. 307).....	4139
		Tipton v. Norman, (72 Mo. 380) ..	1395, 1511, 1517, 1544, 1545, 1580, 1843, 1844, 2803
		Tipton v. Shelbyville, (32 Ky. L. Rep. 1123)	4306
		Tipton v. State, (2 Yerg. Tenn. 542)	2125

(References are to Pages.)

Tisdale v. Minonk, (46 Ill. 9) 362, 1514, 1520, 2403, 2434	Toledo v. Western Union Tel. Co., (107 Fed. 10) 3407, 3545
Tissot v. Great Southern T. & T. Co., (39 La. Ann. 996) .. 1911, 2865	Toledo Consol. St. Ry. Co. v. Toledo E. St. Ry. Co., (6 Ohio Cir. Ct. R. 362) 1841, 3413, 3525
Title Guarantee, etc. Co. v. Chi- cago, (162 Ill. 505) 4079	Toledo, etc. Ry. Co. v. Chenoa, (43 Ill. 209) 1545, 2094, 2935
Tise v. Whitaker-Harvey Co., (146 N. C. 374) ... 3239, 3240, 3299	Toledo, etc. R. Co. v. Jackson- ville, (67 Ill. 37) 1917, 2100
Titus v. Boston, (149 Mass. 164) 3044	Toledo, etc. R. Co. v. Lafayette, (22 Ind. 262) 4997
Titus v. Boston, (161 Mass. 209) 3168	Toledo, etc. R. Co. v. Nordyke, (27 Ind. 95) 464
Titus v. Northbridge, (97 Mass. 258) 5775	Toledo, etc. St. R. Co. v. Toledo Electric St. R. Co., (3 Ohio Cir. Dec. 493) 2038
Titusville L. & P. Co. v. Titus- ville, (196 Pa. St. 3) 3823	Toledo, etc. Traction Co. v. Ster- ling, (29 Ohio Cir. Ct. R. 227) 2920
Tobin v. Kage, (19 N. Y. S. 440) 4633	Tolkon v. Otto E. Reimer Co., (110 N. Y. S. 129) 2913
Tobin v. Scannell, (72 N. Y. S. 184) 1101	Tolland v. Willington, (26 Conn. 578) 5631
Tobin v. Waterloo, (131 Ia. 75) .. 5697	Tollefson v. Ottawa, (228 Ill. 134) 5104, 5497, 5498
Tocci v. New York, (73 Hun, N. Y. 46) 4610	Tolliver v. Blizzard, (143 Ky. 773) 1978, 1979
Tockstein v. Bimmerle, (150 Mo. App. 491) 5748	Tombaugh v. Grogg, (146 Ind. 99) 1321
Todd v. Atchison, (9 Kan. App. 251) 4423	Tompkins v. Forrestal, (54 Minn. 119) 4165
Todd v. Austin, (34 Conn. 78) .. 3069	Tompkins v. Hodgson, (2 Hun. N. Y. 146) 2840, 2842
Todd v. Crete, (79 Neb. 671) 3802, 5517	Tompkins v. Pallas, (47 Misc. R. N. Y. 309) 2547, 5324
Todd v. Dunlap, (99 Ky. 449) 1205, 1210	Tompkins Square, <i>in re</i> , (17 Abb. Pr. N. Y. 324) 4004
Todd v. Johnson, (99 Ky. 548) .. 423	Tomlin v. Cape May, (63 N. J. L. 429) 849, 1561, 2144, 2919
Todd v. Laurens, (48 S. C. 395) 4690, 4693, 4698, 4740	Tomlin v. Cedar Rapids, etc. R. & L. Co., (141 Ia. 599) 2981, 2985, 2986, 3010, 3629
Todd v. Perry, (20 Up. Can. Q. B. 649) 1193	Tomlin v. Hildreth, (65 N. J. L. 438) 5400, 5443
Todd v. Pittsburg, etc. R. Co., (19 Ohio St. 514) 3211	Tomlinson v. Jessup, (15 Wall. U. S. 454) 1770
Todd v. Troy, (61 N. Y. 506) 5737	Tompert v. Hastings Pavement Co., (55 N. Y. S. 177) 5754
Todd v. United States, (153 U. S. 278) 1067	Tompert v. Lithgrow, (1 Bpsh. Ky. 176) 1212, 1245
Todd v. York, (Neb. 92 N. W. 1040) 5564	Ton v. Chicago, (216 Ill. 331) 3034, 3938, 4050, 4051, 4082
Toebe v. Covington, (145 Ky. 763) 5542	Tonawanda v. Lyon, (181 U. S. 389) 4332
Tolan v. Philadelphia, (35 Pa. Super. Ct. 311) 5756	Tonawanda v. Price, (171 N. Y. 415) 3337
Toledo v. Barnes, (4 O. C. D. 195) 4454	Tone v. Columbus, (1 Ohio Cir. Ct. Rep. 305) 3993, 3995, 3996, 3996, 4290, 4315
Toledo v. Barnes, (1 Ohio N. P. 187) 4560	Tone v. Columbus, (39 Ohio St. 281) 2739, 4513
Toledo v. Board of Education, (48 Ohio St. 83) 4421	Tone v. Denison, (Tex. Civ. App. 140 S. W. 1189) 4950, 4951, 4985
Toledo v. Brown, (2 Ohio N. P. 45) 4368	Tone v. New York, (6 Daly. 343) 4192
Toledo v. Cone, (41 Ohio St. 149) 5395, 5396, 5414, 5472, 5473, 5524	Tone v. New York, (70 N. Y. 157) 5453
Toledo v. Converse, (21 Ohio Cir. Ct. Rep. 239) 3297	Tone v. Shankland, (110 Ia. 525) 5226
Toledo v. Edens, (59 Ia. 352) 1435, 1436, 1563, 1809, 1908	Tone v. Tillamook City, (58 Ore. 382) 4126, 4127
Toledo v. Ford, (20 Ohio Cir. Ct. R. 290) 4509	Toney v. Macon, (119 Ga. 83) 599, 602, 663, 1574, 1601
Toledo v. Grasser, (7 Ohio N. P. 396) 3950, 4288	Tonn v. Helena, (42 Mont. 127) .. 5581
Toledo v. Hosler, (54 Ohio St. 418) 2557	Tonnage Tax Cases, (12 Wall. U. S. 204) 1439
Toledo v. Jacobson, (11 Ohio Cir. Ct. 220) 3970, 3971	Toole v. Forehand, (117 Ga. 798) 2419
Toledo v. Lake Shore, etc. Ry. Co., (2 Ohio Cir. Dec. 450) 1075, 4058, 4059	Toole v. Ogden, (80 N. Y. S. 584) 1159
Toledo v. Lake Shore, etc. R. Co., (4 Ohio Cir. Ct. R. 113) 964	Toomey v. Albany, (14 N. Y. S. 572) 5663
Toledo v. Lewis, (17 Ohio Cir. Ct. 588) 4427	Toomey v. Bridgeport, (79 Conn. 299) 2582, 2763, 4735
Toledo v. McMahon, (9 Ohio Cir. Ct. R. 194) 3977	
Toledo v. Northwestern Ohio Natural Gas Co., (5 Ohio Cir. Ct. R. 557) 3706	

TABLE OF CASES.

6153

(References are to Pages.)

Toomey v. Todd, (133 Mass. 301)	1173	Towle v. State, (3 Fla. 202)	1718, 2704
Toop v. New York, (13 N. Y. S. 280)	4172	Towne v. Newton, (169 Mass. 240)	4013, 4315
Topeka v. Boutwell, (53 Kan. 20)	979, 2169, 2424, 5027, 5057	Townley v. Huntington, (68 W. Va. 574)	2785, 5626, 5647, 5709
Topeka v. Cook, (72 Kan. 795)	5628	Towns v. Harris, (13 Tex. 507)	950
Topeka v. Crawford, (73 Kan. 583)	1514	Towns v. Tallahassee, (11 Fla. 130)	2242
Topeka v. Dwyer, (70 Kan. 244)	654, 655	Townsend v. Atlantic City, etc. Co., (72 N. J. L. 474)	2636, 4616
Topeka v. Gage, (44 Kan. 87)	4465	Townsend v. Boston, (187 Mass. 283)	5523
Topeka v. Gillett, (32 Kan. 431)	467, 469, 472, 484, 605, 611, 615, 645, 5039	Townsend v. Butte, (41 Mont. 410)	5697
Topeka v. Huntoon, (46 Kan. 634)	1317, 3938, 4288	Townsend v. Circleville, (78 Ohio St. 122)	2103
Topeka v. Jones, (74 Kan. 164)	2263	Townsend v. Cleveland Fire Proofing Co., (13 Ind. App. 568)	2554, 4210
Topeka v. Kersch, (70 Kan. 340)	2352, 2390, 2452	Townsend v. Copeland, (56 Cal. 612)	2710
Topeka v. Raynor, (3 Kan. App. 279)	1481, 2118	Townsend v. Epstein, (93 Md. 537)	2851, 2893, 2874, 2942, 2958
Topeka v. Raynor, (61 Kan. 10)	1481	Townsend v. Hoadley, (12 Conn. 541)	2071, 2313
Topeka v. Thomas, (1 Kan. App. 113)	2556	Townsend v. Hoyle, (20 Conn. 1)	1479
Topeka v. Tuttle, (5 Kan. 311)	5764	Townsend v. Jersey City, (26 N. J. L. 444)	3969
Topeka v. Water Co., (53 Kan. 349)	3508, 3773, 5743	Townsend v. Joplin, (139 Mo. App. 394)	5765, 5774
Topliff v. Chicago, (196 Ill. 215)	4067	Townsend v. New York (16 Hun. N. Y. 362)	4947
Topping Ave., <i>In re</i> , (187 Mo. 146)	3447, 3459	Townsend v. School Dist., (41 N. J. L. 312)	5169
Torbert v. Lynch, (67 Ind. 474)	1557	Townsend v. Underwood's Second Addition, etc., (91 Minn. 242)	2988
Torbett v. Louisville, (9 Ky. L. Rep. 202)	5009, 5033	Townsend Ave., <i>In re</i> , (175 N. Y. 508)	4333
Torbush v. Norwich, (33 Conn. 225)	5063	Townsend Gas & Electric Co. v. Port Townsend, (19 Wash. 407)	2723
Torchia, <i>In re</i> , (185 Fed. 576)	4251	Townshend v. Dyckman, (2 E. D. Smith, N. Y. 224)	1166
Torian v. Shayot, (47 La. Ann. 589)	4962	Township, etc. v. Hackmann, (48 Mo. 243)	3112, 3120
Tormey v. New York, (12 Hun. N. Y. 542)	5497	Township Organization Act, <i>In re</i> , (55 Mo. 295)	959
Toronto v. Bowes, (4 Grant C. 439)	1109	Tracey, <i>Ex parte</i> , (Tex. Cr. Rep. 93 S. W. 538)	1013, 1045
Toronto Corp. v. Virgo (73 L. T. 449)	1599	Tracey v. People, (6 Colo. 151)	1019, 1337, 1364, 1366, 1391, 1405, 1833, 1834
Toronto Street R. Co. v. Dollery, (12 Ont. App. 679)	2920	Tracey v. Phelps, (22 Fed. 634)	4929
Torpedo v. Clarendon, (19 Fed. 231)	1724	Tracy v. Bittle, (213 Mo. 302)	3210, 3346
Torpey v. Independence, (24 Mo. App. 288)	3531, 4244, 5448	Tracy v. Le Blanc, (89 Me. 304)	2008, 2942
Torphy v. Fall River, (188 Mass. 310)	3013, 5618, 5639, 5703	Tracy v. Williams, (4 Conn. 107)	2330
Torr v. Corcoran, (155 Ind. 188)	1322	Traction Co. v. Brethauer, (223 Ill. 521)	1821
Torrens v. Townsend, (Cal. 6 Pac. 423)	4161	Traders' Bank v. Payne, (31 Mo. App. 512)	4147
Torrent v. Muskegon, (47 Mich. 115)	2476, 3383, 3956, 4003, 4537, 5316, 5347	Trading Stamp Co. v. Memphis, (101 Tenn. 181)	1533, 1535
Torrey v. Millbury, (21 Pick Mass. 64)	1274, 1276, 2466	Trafton v. Alfred, (15 Me. 253)	5041
Touchard v. Touchard, (5 Cal. 306)	206, 2756	Trah v. Grant Park, (192 Ill. 351)	3993
Touhey v. Decatur, (Ind. 93 N. E. 540)	5591, 5597	Train v. Boston Disinfecting Co., (144 Mass. 523)	1890, 1924, 1933
Touhey v. Rochester, (71 N. Y. S. 661)	5724	Trainer v. Porter, (45 Mo. 336)	5219
Tournier v. Municipality No. 1, (5 La. Ann. 293)	4186	Trainer v. Wolfe, (140 Pa. St. 279)	1102, 2717
Tousey v. Indianapolis, (Ind. 94 N. E. 225)	2643	Trammell v. Russellville, (34 Ark. 105)	5398, 5416, 5443, 5495
Tousley v. Galena M. & S. Co., (24 Kan. 328)	2828, 3217	Transportation Co. v. Chicago, (99 U. S. 635)	518, 521, 3362
Tower v. Moore, (52 Mo. 118)	2376		
Tower v. Tower, (13 Pick. Mass. 262)	2271		
Tower v. Tower, etc. St. R. Co., (68 Minn. 500)	3513		
Tower v. Welker, (93 Mich. 332)	950		
Towle v. Morse, (103 Me. 250)	2036		

(References are to Pages.)

Transportation Co. v. Chicago, (237 Ill. 581)	5629	Trenton v. Toman, (74 N. J. Eq. 702)	1951
Transportation Co. v. Parkersburg, (107 U. S. 691)	889, 891, 892, 1725	Trenton v. Trenton Horse R. Co., (19 Otl. 263)	3463
Transportation Co. v. Wheeling, (99 U. S. 273)	899, 1688	Trenton v. Trenton Street R. Co., (72 N. J. L. 317)	3460
Tranter v. Sacramento, (61 Cal. 271)	5593	Trenton Comm'rs of Pub. Instr. v. Fell, (52 N. J. Eq. 689)	2556
Traphagen v. Jersey City, (29 N. J. Eq. 72)	2836, 3039	Trenton Horse Ry. Co. v. Trenton, (53 N. J. L. 132)	1823
Traphagen v. Jersey City, (29 N. J. Eq. 206)	2788	Trenton Water Power Co., <i>In re</i> , (20 N. J. L. 659)	5269
Trapp v. Newport, (115 Ky. 840)	2664, 2665, 2696	Trenton Water Co. v. Donnelly, (77 N. J. L. 659)	3215, 3324
Trausch v. Cook, (147 Ill. 534) ..	475	Trephagen v. South Omaha, (69 Neb. 577)	4042, 4044, 4046, 4341
Traute v. White, (46 N. J. Eq. 437)	870		4277
Travelers' Ins. Co. v. Denver, (11 Colo. 434)	4758, 4774, 4775	Trerice v. Barteau, (54 Wis. 99) ..	3293
Traveler's Ins. Co. v. Johnson City, (99 Fed. 663)	4647, 4932	Trescott v. Waterloo, (26 Fed. 592)	5445, 5495
Travelers' Ins. Co. v. Oswego, (55 Fed. 361)	4894	Trester v. Sheboygan, (87 Wis. 496)	2481, 2725
Travers, <i>Ex parte</i> , (3 La. Ann. 693)	2428	Trezvant v. State, (Tex. Cr. App. 20 S. W. 682)	2266
Traverse City Gas Co. v. Traverse City, (130 Mich. 17)	3537	Tribune Assn. v. New York, (48 Barb. N. Y. 240)	1653
Travis, <i>In re</i> , (84 N. Y. S. 534) ..	1056	Tribune Assn. v. Sun Printing & Pub. Co., (7 Hun, N. Y. 175) ..	1904
Travis v. Christian, (Tex. Civ. App. 21 S. W. 119)	3317	Triebel v. Colburn, (64 Ill. 276) ..	5223
Traynor v. Beckham, (116 Ky. 13)	1012, 1024, 1043	Trice v. South Haven, (154 Mich. 129)	2970
Treadwell v. Brooklyn, (43 N. Y. S. 458)	4038, 4500, 4526	Trise v. St. Paul, (26 Minn. 526)	5613
Treadwell v. Van Schaick, (30 Barb. N. Y. 444)	3576, 3867	Triest v. New York, (193 N. Y. 525)	4223, 4231
Treadway v. Schnauber, (1 Dak. 236)	257	Trigally v. Memphis, (6 Coldw. Tenn. 382)	294, 1422, 1545, 1879, 2362
Treanor v. Houghton, (103 Cal. 53)	4124	Trigg v. Dixon, (96 Ark. 199)	1943, 2200, 2230
Treasurer v. Wygall, (46 Tex. 447)	1651	Trimble v. Chicago, (168 Ill. 567)	1765, 4069, 4080
Treat v. De Jean, (22 S. D. 505) ..	4670	Trimble v. Mount Sterling, (9 Ky. L. Rep. 816)	4995
Treat v. Middletown, (8 Conn. 243)	5285, 5286	Trimble v. Mount Sterling, (11 Ky. L. Rep. 727)	4995
Treeman v. Perry, (11 Okla. 66) ..	1092, 2593	Trimble v. People, (19 Colo. 187)	974, 980, 1249
Trego v. Honeybrook, (160 Pa. 76)	5634	Trimmer v. New York, (101 N. Y. S. 229)	1157
Trelford v. Coney Island, etc. R. Co., (39 N. Y. S. 20)	3611	Trimmer v. Rochester, (130 N. Y. 401)	4523
Tremblay v. Montreal, (28 Quebec Super. Ct. 411)	4592	Trine v. People, (36 Colo. 4731) ..	1199
Tremont Baptist Church, <i>In re</i> , (73 N. Y. S. 1075)	4419, 4420	Trinidad v. Hokasona, (178 Fed. 428)	4169
Trenholm v. Charleston, (8 S. C. 347)	5031	Trinity v. McCammon, (25 Cal. 117)	2483
Trenor v. Jackson, (15 Abb. Prac. N. S. N. Y. 115)	2006, 2904	Trinity Church v. Higgins, (4 Rob. N. Y. 1)	1479, 4031
Trent v. Randolph, (Tex. Civ. App. (130 S. W. 737)	784	Trinity College v. Hartford, (32 Conn. 452)	1050
Trenton v. Clayton, (50 Mo. App. 535)	800, 2215	Trinity House v. Crisp, (2 Show K. B. 92)	1599
Trenton v. Collier, (68 Mo. App. 483)	3985, 4078	Tripler v. New York, (125 N. Y. 617)	4479
Trenton v. Coyle, (107 Mo. 193) ..	1393, 1394, 1499, 1500, 3937, 4059, 4445	Tripp v. Goff, (15 R. I. 299)	1928
Trenton v. Devors, (70 Mo. App. 8)	2328	Tripp v. Yankton, (10 S. D. 516) ..	309, 4460
Trenton v. Humel, (134 Mo. App. 595)	2204	Trippe v. Frazier, (Har. & John Md. 446)	2506
Trenton v. McDaniel, (7 Jones N. C. 107)	344, 1051	Tri-State Tel. & Tel. Co. v. Congriff, (15 N. D. 210)	3642
Trenton v. McQuade, (52 N. J. Eq. 669)	3964	Tri-State Telephone & Telegraph Co. v. Thief River Falls, (183 Fed. 854)	3382, 3439, 3456, 3566
Trenton v. Shaw, (49 N. J. L. 638)	2636	Tritz v. Kansas City, (84 Mo. 632)	5619
		Trojan R. Co. v. Troy, (109 N. Y. S. 779)	3441
		Trost v. Casselton, (8 N. D. 534) ..	5581

TABLE OF CASES.

6155

(References are to Pages.)

Trotter v. Franklin, (146 N. C. 554)	4306	Trustees of Greene Township v. Campbell, (16 Ohio St. 11)	573
Troubat Ave., <i>In re</i> , (10 Pa. Super. Ct. 27)	4319	Trustees of Illinois & M. Canal v. Haven, (11 Ill. 554)	3321
Trout v. Elkhart, (12 Ind. App. 343)	5754	Trustees in Levant, etc. v. Parks, (10 Me. 441)	344
Trout v. Minneapolis, etc. R. Co., (Ia. 126 N. W. 799)	1482	Trustees of McIntire Poor School v. Lanesville C. & M. Co., (9 Ohio 203)	686
Trowbridge v. Detroit, (99 Mich. 443)	3915, 4402	Trustees of M. E. Church v. Hoboken, (33 N. J. L. 13) 3198, 3211, 3218, 3248, 3326, 3329,	3335
Trowbridge v. Hudson, (24 Ohio Cir. Ct. 76)....	2691, 2694, 2696, 4011	Trustees of New Gloucester School v. Bradbury, (11 Maine 118)	503
Trowbridge v. New York, (53 N. Y. S. 616)	4858	Trustees Presbyterian Church v. St. Bd. Com'rs. Elec. Subways, (55 N. J. L. 436)	3443
Trowbridge v. Schmidt, (82 Miss. 475)	4601	Trustees of Proprietor's School Fund of Providence, Appeal of, (2 Walker Pa. 37)	2527
Trower v. San Francisco, (157 Cal. 762)	5126	Trustees Public Schools v. Shotwell, (45 N. J. Eq. 106)	4497
Troy v. Atchison, etc. R. Co., (11 Kan. 519)....	1378, 1841, 1847, 1848	Trustees of Public Schools v. Taylor, 30 N. J. Eq. 618).....	5019
Troy v. Cheshire R. Co., (23 N. H. 83)	1998	Trustees of Public Schools v. Trenton, (30 N. J. Eq. 667) 4995,	5019
Troy v. Harris, (102 Mo. App. 51)	2191	Trustees of Schools v. Board of School Inspectors, (115 Ill. App. 479)	680
Troy v. Mutual Bank, (20 N. Y. 387)	4993	Trustees of Schools v. Tatman, (13 Ill. 27)	252, 509, 5074
Troy v. Troy & L. R. Co., (49 N. Y. 657)	3464	Trustees of South Newmarket v. Peaslee, (15 N. H. 317)....	575, 2492
Troy v. United Traction Co., (202 N. Y. 333)	3873	Trustees of Union College, <i>In re</i> , (129 N. Y. 308)	4091
Troy v. Winters, (4 Thomp. & C. N. Y. 256)	2061, 2066, 2076, 2412	Trustees of Union College v. New York, (173 N. Y. 38)	2485
Troy Water Co. v. Troy, (200 Pa. St. 453)	3321	Trustees, University of Alabama v. Winston, (5 Stew. & Port. Ala. 17)	252
Truax v. Pool, (46 Ia. 256)....	619, 629	Trustees of the Wabash & Erie Canal v. Spears, (16 Ind. 441)	4279
Truchelut v. City Council, (1 Nott & McCord, S. C. 227) 1518, 1520, 1538,	2292	Tubbesing v. Burlington, (68 Ia. 691)	5015
Truckee, etc. R. Co. v. Campbell, (44 Cal. 89)	3361	Tuck v. Waldron, (31 Ark. 462) 792, 2124,	2201
True v. Crow Wing, (83 Minn. 293)	2599, 2606, 2742	Tuckahoe Canal Co. v. Tuckahoe, etc. R. Co., (11 Leigh Va. 42)...	3362
True v. Davis, (133 Ill. 522) 296, 603, 607, 655,	4752	Tucker v. Aiken, (7 N. H. 113) 1045,	1276
Truelsen v. Duluth, (61 Minn. 48) 4665,	4667	Tucker v. Conrad, (103 Ind. 349)	3253
Trueman v. St. Maries, (21 Idaho 632)	5484	Tucker v. Grand Rapids, (104 Mich. 621)	2578, 5122
Truesdale v. Green, (57 Ia. 215) 4609,	5035	Turner v. Guthrie, (13 Okla. 26)	4767
Truesdale v. Newport, (28 Ky. L. Rep. 840)	3415, 3484, 3527	Tucker v. Howard, (122 Mass. 529)	2717
Truesdale v. Peoria Grape Sugar Co., (101 Ill. 561)	2925, 2936	Tucker v. Iredell County Justices, (13 Iredell N. C. 434) 1345,	1347
Truesdale v. Rochester, (33 Hun, N. Y. 574)	1505	Tucker v. Newark, (19 Ohio Cir. Ct. R. 1)	2655
Truitt v. Philadelphia, (221 Pa. 381)	1226, 1230	Tucker v. O'Brien, (117 N. Y. S. 1010)	1815
Truman v. Harmony, (198 Fed. 557)	4748, 4894	Tucker v. Paris, (Tex. Civ. App. 1907, 99 S. W. 1127)	356
Truman v. San Francisco, (110 Cal. 128)	5024	Tucker v. Raleigh, (75 N. C. 267)	4651, 4652, 4813
Trumbull v. Palmer, (87 N. Y. S. 614)	5021, 5026	Tucker v. Rankin, (15 Barb. N. Y. 471)	5212
Trumbull v. Palmer, (93 N. Y. S. 11)	5320	Tucker v. Seaman's Aid Soc., (7 Met. Mass. 188)	568
Trump Mfg. Co. v. Buchanan, (116 Mich. 113)	4681, 4714	Tucker v. Utica, (54 N. Y. S. 855)	4418
Trustees v. Jessup, (162 N. Y. 122)	3361	Tucker v. Virginia City, (4 Nev. 20)	1118, 2575, 2748, 5096
Trustees v. People, (87 Ill. 303)	1596	Tucker & Sleight v. Rochester, (7 Wend. (N. Y.) 254)	5122
Trustees of Atlantic University v. Atlanta, (93 Ga. 468).....	3077		
Trustees of Erie Academy v. Erie, (31 Pa. St. 515)	675, 1335, 1512, 1808		
Trustees of First Congreg. Church v. Milwaukee & L. W. Ry. Co., (77 Wis. 158).....	3605		

(References are to Pages.)

Tudor v. Chicago, etc. R. Co., (154 Ill. 129)	1409, 3519
Tuffree v. State Center, (57 Ia. 533)	5746
Tufts v. Charlestown, (93 Mass. 533)	3922
Tufts v. Chester, (62 Vt. 353) ..	1091
Tuggles v. Commonwealth, (30 Ky. L. Rep. 1071)	1481
Tugman v. Chicago, (78 Ill. 405) ..	1945
Tukey v. Omaha, (54 Neb. 370) ..	4675, 5347
Tulare v. Hevren, (126 Cal. 236) ..	1819
Tulare Irr. Dist. v. Shepard, (155 U. S. 1)	4874, 4892
Tuley v. State, (1 Ind. 500)	1058
Tuller, <i>in re</i> , (79 Ill. 99)	1609
Tuller v. Detroit, (136 Mich. 605) ..	4513
Tulloch v. Seattle, (49 Wash. 173)	4662, 4683, 4687
Tulloss v. Sedan, (31 Kan. 165) ..	2190, 3191
Tullytown, <i>in re</i> , (11 Pa. Co. Ct. R. 97)	336, 632
Tulsa St. R. Co. v. Oklahoma Union Traction Co., (27 Okla. 257)	3779
	4948
	3
	5, 1512
	244
	3
	2, 4446
	5
	2829
	1379
	4997
	p.
94)	4546
Turner v. Cruzen, (70 Ia. 202) ..	2776, 5370
Turner v. Dartmouth, (12 Allen. Mass. 391)	4271
Turner v. Detroit, (104 Mich. 326) ..	849
Turner v. Fish, (19 Nev. 295)	438
Turner v. Fremont, (159 Fed. 221)	2674
Turner v. Fremont, (170 Fed. 359)	2677
Turner v. Haar, (114 Mo. 335)	4285
Turner v. Hattiesburg, (Miss 52 So. 681)	4603
Turner v. Hillsboro, (127 N. C. 153)	2548
Turner v. Indianapolis, (96 Ind. 51)	5390, 5391, 5646
Turner v. Maryland, (107 U. S. 38)	2156
Turner v. Newburgh, (109 N. Y. 101)	5742
Turner v. Pewee Valley, (100 Ky. 288)	5027
Turner v. Revere Water Co., (171 Mass. 329)	2531
Turner v. Rogers, (49 Ark. 51)	963
Turner v. Sisson, (137 Mass. 191) ..	1186
Turner v. Snyder, (101 Minn. 481)	1801
Turner v. Southwest Missouri R. Co., (128 Mo. App. 143)	5549, 5774
Turner v. Springfield, (117 Mo. App. 418)	4145, 4157, 4158
Turner v. Stanton, (42 Mich. 506) ..	3156, 4254, 4256
Turner v. Toledo, (15 Ohio Cir. Ct. Rep. 627)	5493
Turner v. Woodson, (27 Kan. 314)	4845
Turners Falls Fire Dist. v. Millers Falls Water Supply Dist., (189 Mass. 263)	3635
Turney v. Bridgeport, (55 Conn. 413)	4127
Turney v. Dougherty, (53 Cal. 619)	4161
Turnpike Co. v. Illinois, (96 U. S. 63)	2489
Turpin v. Locket, (5 Cal. Va. 115)	249
Turpin v. Madison County Fiscal Court, (105 Ky. 226)	4670, 4677, 4841
Turrill v. Gratton, (52 Cal. 97) ..	3991
Tuscaloosa v. Holcstein, (124 Ala. 636)	2324, 2252
Tuscaloosa v. Lacy, (3 Ala. 613) ..	1192, 1195
Tuscaloosa v. Wright, (2 Porter Ala. 230)	1370
Tusting v. Asbury Park, (73 N. J. L. 102)	4542, 4523
Tutt v. Hobbs, (17 Mo. 486)	1175
Tuttle, <i>ex parte</i> , (91 Cal. 589)	2116
Tuttle v. Brush Electric Illum. Co., (50 N. Y. S. Ct. 464)	1111
Tuttle v. Clear Lake, (Iowa, 102 N. W. 126)	5752
Tuttle v. Lawrence, (119 Mass. 276)	5650
Tuttle v. Polk, (84 Ia. 12)	4454, 4528
Tuttle v. Polk, (92 Ia. 432)	472, 4442, 4454, 4724
Tuttle v. State, (4 Conn. 68)	2062, 2063
Tuttle v. Washington, (62 Atl. (N. J.) 1101)	363, 317
Tuttle v. Weston, (59 Wis. 151) ..	814, 1272, 1276, 5150
Twelfth Street Market v. Philadelphia, etc. Ry., (142 Pa. St. 580)	2141, 3069
Twenty-eighth St., <i>in re</i> , (11 Phila. Pa. 426)	4954
Twenty-eighth St., <i>in re</i> , (102 Pa. St. 140)	3296
Twenty-first St., <i>in re</i> , (196 Mo. 498)	1708
Twenty-sixth St., <i>in re</i> , (12 Wend. N. Y. 203)	4429
Twenty-third St., <i>in re</i> , (46 N. Y. S. 660)	4267
Twilley v. Perkins, (77 Md. 352) ..	1111
Twin Falls v. Stubbs, (15 Idaho, 68)	3120
Twin Valley Telephone Co. v. Mitchell, (27 Okla. 388)	2537
Twin Village Water Co. v. Damariscotta Gaslight Co., (93 Me. 325)	2222, 1111
Twiss v. Port Huron, (63 Mich. 528)	2679, 11100
Twis v. Rochester, (55 N. Y. S. 850)	5066, 5517, 5721, 5763
Twitchell v. Sea Isle City, (73 N. J. L. 185)	2344
Twitchell v. Spokane, (55 Wash. 86)	3865, 3866, 4637
Twyman's Adm'r v. Frankfort, (117 Ky. 513)	5389, 5403, 5444, 5499
Tyerman, <i>in re</i> , (48 Fed. 167)	1677
Tygarts Val. Bank v. Phillippl, (38 W. Va. 219)	5040
Tyles v. Waterloo, (9 Up. Can. Q. B. 588)	1473
Tyler v. Adams, (Tex. Civ. App. 62 S. W. 119)	2602, 4520
Tyler v. Boyette, (43 Tex. Civ. App. 573)	3269
Tyler v. Bowen, (1 Pittsb. R. Pa. 325)	3976
Tyler v. Coker, (Tex. Civ. App. 124 S. W. 729)	5004

(References are to Pages.)

Tyler v. Columbus, (6 Ohio Cir. Ct. Rep. 224)	4025, 4066, 4614	Ulrich v. St. Louis, (111 1167, 1545, 2424, 5: 5455	
Tyler v. Hammond, (11 Pick. Mass. 192)	2800	Union Nat. Bank v. Sup. Wis. 340)	4894
Tyler v. Lamar, (76 Mo. App. 561)	5265	Underground Railroad York, (116 Fed. 952	3810
Tyler v. Lansingburgh, (37 Misc. N. Y. 604)	313, 663, 695	Underhill v. Manchester H. 214)	5462
Tyler v. Lansingburgh, (76 N. Y. App. Div. 165)	464	Underhill v. Sonora, (11 4927	2440
Tyler v. L. L. Jester & Co., (Tex. 74 B. W. 259)	2672, 4619, 4620, 4724	Underwood, <i>in re</i> , (30 N. Underwood v. Ashboro C. 641)	4706
Tyler v. L. L. Jester & Co., (37 Tex. 244)	2742, 4551, 4614, 4618, 4634, 4720	Underwood v. Green, 140)	1956
Tyler v. Lawson, (30 N. J. L. 120)	2312, 2326, 2342	Underwood v. Wilhite, 130)	983
Tyler v. New York City, (7 N. Y. S. Rep. 265)	2660	Underwood v. Worcester, (177 Mass. 173)	4229, 4240
Tyler v. Tyler Bld'g. & L. Ass'n, (63 Tex. 69)	4929, 5035	Unger, <i>in re</i> , (22 Okla. 755)	4965
Tyler v. Tyler Bld'g. & L. Ass'n, (39 Tex. 8)	4879, 4917, 4964, 5035	Unger v. Fanwood Tp., (69 N. J. L. 548)	2439
Tyler v. Tyler Bld'g. & Loan Ass'n, (Tex. 32 B. W. 1066)	4754, 4820, 4846, 4872	Unglich v. Shaft, (119 App. Div. 249)	2224
Tylers Ex'r v. Elizabethtown & P. R. Co., (9 Bush, Ky. 510)	4603	Union v. Crawford, (19 Conn. 221)	5325
Tyra v. Commonwealth, (2 Metc. Ky. 1)	2270	Union v. Sartor, (S. C. 74 S. E. 496)	3790
Tyrell v. Jersey City, (26 N. J. L. 526)	990, 1222	Union Bank v. New York City, (51 Barb. N. Y. 159)	5022
Tyrell v. New York, (34 N. Y. S. 951)	2717	Union Bank v. Oxford, (30 Fed. 7)	4260
Tyroler v. Gummersbach, (28 Misc. Rep. N. Y. 151)	2297	Union Bank v. Oxford, (116 N. C. 329)	4922
Tyrone Borough, <i>in re</i> , (13 Pa. Co. Ct. Rep. 551)	670	Union Bank v. Oxford, (119 N. C. 214)	4879
Tyrone Gas & Water Co. v. Burley, (19 Pa. Super. Ct. 248)	2577	Union Bank v. Richmond, (94 Va. 216)	4992
Tyrone Gas & Water Co. v. Tyrone, (195 Pa. St. 566)	2821	Union Bldg. Assn. v. Chicago, (61 Ill. 429)	4526
Tyson v. Firemen's Pension Fund, (139 Ky. 256)	5055	Union Coal Co. v. La Salle, (24 Ill. App. 92)	2323
Tyson v. Halifax Tp. School Dist., (51 Pa. St. 9)	207	Union Coal Co. v. La Salle, (126 Ill. 119)	2320
Tyson v. Milwaukee, (50 Wis. 78)	4281, 4259	Union Dale Cemetery Co., Appeal of, (227 Pa. St. 1)	4422
Tyson v. Postlethwaite, (13 Ill. 725)	1781	Union Depot Co. v. St. Louis, (8 Mo. App. 412)	2567
Tyson v. Salisbury, (151 N. C. 402)	4659, 4820	Union Depot Co. v. St. Louis, (76 Mo. 293)	2442
U.		Union Depot Ry. Co. v. Smith, (16 Colo. 361)	967, 975, 1417
Udall v. Brooklyn, (19 Johns. N. Y. 175)	594, 1902	Union Depot Co. v. Southern R. Co., (105 Mo. 562)	1032, 1410, 1806
Udlin v. New Haven, (80 Conn. 291)	5402, 5611, 6062	Union Electric Co. v. Newark, (77 N. J. L. 104)	2444
Ufert v. Vogt, (66 N. J. L. 621)	1056, 1066	Union Electric Tel. & Tel. Co. v. Applequist, (104 Ill. App. 517)	2642
Ufert v. Vogt, (65 N. J. L. 377)	1416	Union Elevated R. Co., <i>in re</i> , (119 N. Y. 81)	2437
Uhle v. Philadelphia, (30 Pa. Super. Ct. 480)	4282	Union Elev. Co. v. Kansas City Sub. Belt R. Co., (125 Mo. 352)	2312, 2320
Uhlfelder v. Mount Vernon, (76 App. Div. N. Y. 249)	2279	Union Free School District v. Glen Park, (109 App. Div. N. Y. 414)	5072
Uhlich's Estate v. Chicago, (324 Ill. 402)	4666	Union Insurance Co. v. Allegheny, (101 Pa. St. 350)	5022
Uhrig v. St. Louis, (44 Mo. 452)	4242	Union Mines, <i>in re</i> , (39 W. Va. 179)	229
Ukiah City v. Ukiah Water & Imp. Co., (142 Cal. 173)	2601	Union National Bank v. Matthews, (98 U. S. 621)	2422, 4565
Ulbrecht v. Keokuk, (124 Ia. 1)	215	Union Pacific R. Co. v. Abilene, (78 Kan. 520)	4234, 4422
Uline v. New York, Cent. etc. R. Co., (101 N. Y. 98)	2945, 4222	Union Pacific Ry. Co. v. Cheyenne, (113 U. S. 510)	1770, 5262
Ulman v. Sandell, (158 Mich. 496)	4779	Union Pacific R. Co. v. Kansas City, (42 Kan. 497)	615, 621
Ulm v. Cincinnati, (7 Ohio N. P. 278)	4566	Union Pacific R. Co. v. McNally,	
Ulman v. Baltimore, (73 Md. 527)	1612, 4422, 4424		
Ulman v. Mount Angel, (57 Ore. 547)	2020, 2021, 2045, 2046, 2047, 2054		

(References are to Pages.)

(54 Neb. 112) .. 1515, 1516, 1519, 1520	United Electric L. Co. v. East	
Union Pacific Ry. Co. v. McShane,	Pittsburg Borough, (220 Pa.	2510
(22 Wall. U. S. 444) .. 5202	St. 65) .. 3459,	
Union Pacific R. Co. v. Mont-	United Hebrew Assn. v. Ben-	1792
gomery, (49 Neb. 429) .. 1449,	shimol, (180 Mass. 225) ..	
1515, 1516, 1519, 1520	United New Jersey R., etc. Co.	2992
Union Pacific R. Co. v. Peni-	v. National Dock, etc. Co., (57	
ston, (18 Wall. U. S. 5) .. 1684	N. J. L. 522) .. 3601,	
Union Pacific R. Co. v. Rasmus-	United Railroads of San Fran-	2617
sen, (25 Neb. 810) .. 1820	cisco v. San Francisco, (180	
Union Pacific R. Co. v. Rustick,	Fed. 948) ..	2821
(65 Neb. 621) .. 1827, 1845	United R. & C. Co. v. Jersey City,	2821
Union Pacific R. Co. v. Ryan, (113	(71 N. J. L. 80) ..	5005
U. S. 516) .. 5004, 5266	United Ra. & El. Co. v. Baltimore,	
Union Pacific R. Co. v. Ryan, (3	(93 Md. 830) ..	1797
Wyo. 408) .. 326, 1005	United Railway & El. Co. v.	
Union Pacific R. Co. v. State,	Hayes, (93 Md. 490) ..	947
(38 Neb. 247) .. 1943	United States v. Adams, (24 Fed.	1126
Union Paving, etc. Co. v. Mc-	351) .. 946,	1067
Govern, (127 Cal. 628) .. 4514, 4516	United States v. Addison, (6	1301
Union & Planters' Bank v.	Wall. U. S. 221) ..	
Memphis, (101 Tenn. 154) .. 5026	United States v. Alfred, (155 U.	527
Union & Planters' Bank v.	S. 591) ..	5275
Memphis, (107 Tenn. 66) .. 5034	United States v. Ballin, (144 U.	
Union & Planters' Bank v. Mem-	S. 1) ..	4952
phis, (111 Fed. 661) .. 5039	United States v. Baltimore, etc.	2145
Union Ry. Co. v. Cambridge, (11	R. Co., (17 Wall. U. S. 323)	2209
Allen Mass. 287) .. 1929	330, 332,	4985
Union R. Co. v. Chickasaw	United States v. Black, (128 U. S.	4964
Cooperage Co., (116 Tenn.	40) ..	1776
594) .. 3235	United States v. Blaine, (129 U.	1117
Union Ry. & Transit Co. v.	S. 206) ..	1982
Skinner, (9 Mo. 129) .. 5201		1626
Union Refrigerator Transit Co.		2118
v. Lynch, (177 U. S. 149) .. 1687		1632
Union Sawmill Co. v. Felsenthal,		2227
(85 Ark. 246) .. 1762		1130
Union Savings Assn. v. Kelor,		1522
(7 Mo. App. 158) .. 5261		1127
Union School District v. Keene,		4794
(63 N. H. 622) .. 4302, 4305		2182
Union School Tp. v. First Nat.		946
Bank, (103 Ind. 464) .. 1084		
Union Sewer Pipe Co. v. Olson,		
(32 Minn. 187) .. 4217		
Union Steamboat Co. v. Chicago,		
(39 Fed. 722) .. 5195		
Union St., <i>in re</i> , (140 Pa. St.		
525) .. 3296		
Union St. R. Co. v. Saginaw Cir-		
cuit Judge, (113 Mich. 894)		
2450, 2460, 2506, 2508		
Union Street R. Co. v. Stone, (54		
Kan. 38) .. 5608, 5774		
Union Town v. State, (145 Ala.		
471) .. 5248		
Union Traction Co. v. Chicago,		
(199 Ill. 424) .. 2712		
Union Trust Co. v. Detroit, (179		
Mich. 692) .. 4995		
Union Trust Co. v. Pagenstecher,		
(221 Mo. 181) .. 4329, 4942, 4950		
Union Trust Co., etc. v. State,		
(154 Cal. 716) .. 4192		
Union Trust Co. v. Trumbull,		
(127 Ill. 146) .. 1783		
Union Water Co., <i>in re</i> , (13 Pa.		
Co. Ct. R. 61) .. 3411		
Uniontown v. Barry, (24 Ky. L.		
Rep. 1692) .. 2550		
Uniontown v. Commonwealth,		
(24 Pa. St. 293) .. 3942, 5292		
Unionville v. Martin, (95 Mo.		
App. 38) .. 321, 325, 347,		
1344, 1345, 1812, 2535, 2744,		
2774, 4106, 4128		
United Brethren Church v. Van-		
dusen, (37 Wis. 54) .. 1215		
United Electric Co. v. Bayonne,		
(73 N. J. L. 410) .. 2512		
United Electric L. Co. v. East		
Pittsburg Borough, (220 Pa.		
St. 65) .. 3459, 2510		
United Hebrew Assn. v. Ben-		
shimol, (180 Mass. 225) .. 1792		
United New Jersey R., etc. Co.		
v. National Dock, etc. Co., (57		
N. J. L. 522) .. 3601, 2992		
United Railroads of San Fran-		
cisco v. San Francisco, (180		
Fed. 948) .. 2617		
United R. & C. Co. v. Jersey City,		
(71 N. J. L. 80) .. 2821		
United Ra. & El. Co. v. Baltimore,		
(93 Md. 830) .. 5005		
United Railway & El. Co. v.		

TABLE OF CASES.

6159

(References are to Pages.)

United States v. Green, (8 Mackey, D. C. 230)	2358	United States v. Shanks, (15 Minn. 369)	2449
United States v. Guthrie, (17 How. U. S. 284)	5275	United States v. Smith, (124 U. S. 525)	933, 951
United States v. Hart, (Fed. Cas. No. 15316)	1694	United States v. Sterling, (Fed. Cas. No. 16388)	4950
United States v. Hartwell, (6 Wall. U. S. 385) .. 936, 937, 941,	951	United States v. Thomas, (15 Wall. U. S. 337)	1180
United States v. Hatch, (1 Piney, Wis., 182)	938	United States v. Trans-Missouri Freight Assn., (166 U. S. 290)	253
United States v. Holliday, (3 Wall. U. S. 407)	4625	United States v. Trimble, (14 App. Cas. D. C. 414)	298
United States v. Holly, (3 Cranch. C. C. 656)	1867	United States v. Trinidad Coal Co., (137 U. S. 160)	246
United States v. Howard County Court, (2 Fed. 1)	4989	United States v. Tynen, (11 Wall. U. S. 88)	1776, 1782, 1783, 1791
United States v. Illinois Central R. Co., (Fed. Cas. No. 15437) .. 3204, 3325,	3329	United States v. Union Pacific R. Co., (98 U. S. 569)	1651
United States v. Illinois Cent. R. Co., (154 U. S. 225)	3326	United States v. Wells, (2 Cranch. C. C. 45)	1867
United States v. Insurance Companies, (22 Wall. U. S. 99)....	294	United States Bank v. Dandridge, (12 Wheat U. S. 64)	2748
United States v. Jefferson, (5 Dill. U. S. Cir. Ct. 310).....	1635	United States Bank v. Kendall, (179 Fed. 914)	683
United States v. Johnson, (12 App. Cas. D. C. 545)	5293	United States Brewing Co. v. Stoltenberg, (211 Ill. 531)....	2032
United States v. Kent, (107 Fed. 190)	4989	United States Distilling Co. v. Chicago, (112 Ill. 19) 2204,	2229, 2231, 2275
United States v. Key West, (78 Fed. 83)	4989	United States Electric Fire Alarm Co. v. Big Rapids, (78 Mich. 67)	2768
United States v. Lamont, (155 U. S. 203)	5271, 5272, 5275	United States Express Co. v. Ellyson, (28 Ia. 370)	474
United States v. MacFarland, (28 App. Cas. 552)	782	United States Express Co. v. State, (164 Ind. 196)	1664
United States v. Macon County, (99 U. S. 582)	4954	United States Fidelity, etc. Co. v. Jasper, (Tex Civ. App. 120 S. W. 1145)	1192
United States v. Martin, (94 U. S. 400)	2182	United States Fidelity, etc. Co. v. Milstead, (33 Ky. L. Rep. 186)	1195
United States v. Maurice, (2 Brock. U. S. 96) .. 936, 942, 958,	1399	United States Fidelity, etc. Co. v. Somerset, (27 Ky. L. Rep. 863)	5029
United States v. Memphis, (97 U. S. 284)	625, 666, 667	United States Illum. Co. v. Grant, (55 Hun. N. Y. 222)....	2012
United States v. Mobile, (12 Fed. 768)	5297	United States Mortgage Co. v. Gross, (93 Ill. 483)	1538, 1539
United States v. Moore, (129 Fed. 159)	2127	Upton v. Northbridge, (15 Mass. 287)	857
United States v. Morgan, (11 How. U. S. 154)	1180	United States Restaurant, etc. Co. v. Schulte, (124 N. Y. S. 835)	2850
United States v. Mowat, (124 U. S. 303)	933, 951	United States Standard Voting Machine Co. v. Hobson, (132 Ia. 38)	1716
United States v. New Orleans, (98 U. S. 381).....1633,	4572, 4616, 4944, 4953, 5201,	United States Trust Co. v. Mineral Ridge, (104 Fed. 851)	4879
United States v. New Orleans, (Fed. Cas. No. 15,871)	4953	United States Trust Co. v. New York City, (28 N. Y. S. 344)...	5033
United States v. New Orleans, (17 Fed. 483)	4953, 4987, 5189	United States Waterworks Co. v. Dubois, (176 Pa. 439)	2767
United States v. Newton, (9 Mackey, D. C. 226)	1225	United States Wood Preserving Co. v. New York, (123 N. Y. S. 528)	4180
United States v. Northern Securities Co., (120 Fed. 721)....	1662	United States Wood Presrving Co. v. Sundmaker, (186 Fed. 678)	2631, 2690, 2693, 2694
United States v. Perkins, (116 U. S. 483)	958, 1067	United Traction Co. v. Water-vliet, (35 Misc. R. N. Y. 392)...	1722
United States v. Philbrick, (120 U. S. 52)	1788, 1789	Unity v. Thorndike, 15 Me. 182)...	5100
United States v. Prescott, (3 How. U. S. How. 578)	1180	University of Chicago v. People, (118 Ill. 565)	4421
United States v. Railroad Co., (17 Wall. U. S. 322)	5408	University of Maryland v. Williams, (9 Gill. & John 365)....	252
United States v. Ross, (5 App. Cas. D. C. 241)	5295	University of Nebraska v. McConnell, (5 Neb. 423)	252
United States v. Sault Ste. Marie, (137 Fed. 258)	5520	University of North Carolina v. Maulsby, (3 Ired. Eq. 257)...	252
United States v. Saunders, (124 Fed. 124)	4928, 4953, 4963, 4974,		
United States v. Schurz, (102 U. S. 378)	5273, 5276		

(References are to Pages.)

Unsafe Building, <i>In re</i> , (1 Abb. N. C. N. Y. 464)	2077	Vall v. Long Island R. Co., (106 N. Y. 283)	205, 2490
Updegraff v. Crana, (47 Pa. St. 103)	1025, 1280, 1281, 5192, 5243	Vall v. Owen, (19 Barb. N. Y. 22)	1529
Updike v. Campbell, (4 E. D. Smith N. Y. 570)	2115, 2194	Valle v. Independence, (116 Mo. 333)	4254
Updike v. Omaha, (87 Neb. 228)	5721	Valcourt v. Providence, (18 R. I. 160)	5171
Upham v. Boston, (187 Mass. 320)	5686	Valdez Bank v. Von Gunther, (3 Alaska 657)	3247
Uppington v. Oviatt, (24 Ohio St. 232)	1342, 1357, 1512, 1834, 4027, 4503, 4523	Vale Mills v. Nashua, (68 N. H. 136)	5563, 5564
Upjohn v. Taunton, (6 Cush. Mass. 310)	1086	Valentine v. Police Court, (141 Cal. 615)	2441
Upper Alloway Creek v. String, (10 N. J. L. 323)	569	Valentine v. Engelwood, (76 N. J. L. 509)	5393, 5400, 5474, 5497
Upper Alton v. Green, (112 Ill. App. 439)	5743	Valentine v. Hagerstown, (86 Md. 486)	3285
Upper Fruitville Sanitary District, <i>In re</i> , (Cal. 111 Pac. 372)	703	Valentine Blatz Brewing Co. v. Milwaukee, (146 Wis. 239)	2817
Upper Hanover Road, (44 Pa. St. 277)	1522	Valentine Clark Co. v. Alleghany City, (143 Fed. 644)	4133
Uppington v. New York, (41 App. Div. N. Y. 370)	4247	Valle v. Ziegler, (84 Mo. 214)	1712
Uppington v. New York, (165 N. Y. 222)	5486, 5487, 5530	Vallejo Ferry Co. v. Vallejo, (146 Cal. 392)	3970
Upshur v. Baltimore, (94 Md. 743)	961, 977	Vallelly v. Grand Forks, (16 N. D. 25)	2540, 4698, 4723, 4922
Upshur v. Hamilton, (95 Md. 561)	973	Valley Bank v. Brodie, (9 Ariz. 17)	4760, 4765
Upshur v. Ward, (94 Md. 778)	1206	Valley County v. McLean, (79 Fed. 728)	4872, 4873
Upson <i>In re</i> (89 N. Y. 67)	4033, 4466	Valley Falls Co. v. Taft, (27 R. I. 136)	2751, 2774
Upson v. United States Engineering & Contr. Co., (130 N. Y. S. 726)	4199, 4200	Valley Pulp & Paper Co. v. West, (58 Wis. 599)	3328
Uptagraff v. Smith, (106 Ia. 385)	2974, 3005	Valparaiso v. Bozarth, (153 Ind. 536)	2909
Upton v. Clinton County, (52 Ia. 311)	1115	Valparaiso v. Cartwright, (8 Ind. App. 429)	5544
Upton v. People, (176 Ill. 632)	4480, 4520	Valparaiso v. Chester, (Ind. 96 N. E. 765)	5390, 5645, 5728, 5744, 5761
Uridias v. Morrill, (22 Cal. 473)	2287, 2290, 2291, 2296	Valparaiso v. Chicago, etc. R. Co., (123 Ind. 467)	3140
Urmeys Executor v. Wooden, (1 Ohio St. 160)	2496, 2503	Valparaiso v. Gardner, (97 Ind. 1)	287, 832, 1531, 1532, 1714, 3674, 4710, 4713, 4734, 5353, 5355
Urquhart v. Ogdensburgh, (97 N. Y. 238)	2407, 5425, 5633	Valparaiso v. Hagen, (153 Ind. 327)	3051, 3052, 3053, 3120, 4293, 5194, 5561
Urquhart v. Ogdensburg, (91 N. Y. 67)	5423, 5425	Valparaiso v. Moffitt, (12 Ind. App. 250)	3051, 5448
Utica, <i>In re</i> , (26 N. Y. S. 564)	3145	Valparaiso v. Parker, (148 Ind. 379)	3016, 3017, 3018, 3020, 3021, 3029, 4521
Utica v. Blakeslee, (46 How. Pr. N. Y. 165)	2034, 2937	Valparaiso v. Schwerdt, (40 Ind. App. 608)	5739, 5746, 5751
Utica v. Union Tel. Co., (48 N. Y. S. 916)	2842, 3775	Valverde v. Shattuck, (19 Colo. 104)	379
Utica Water Works Co. v. Utica, (31 Hun. N. Y. 426)	3669	Valparaiso v. Spaeth, (166 Ind. 14)	3927, 5431, 5539, 5540, 5570, 5577
Utter v. Franklin, (172 U. S. 416)	4871	Valparaiso v. Valparaiso City Water Co., (30 Ind. App. 316)	2715, 3679
Uvalde v. Oppenheimer, (53 Tex. Civ. App. 137)	2982	Valparaiso City Water Co. v. Valparaiso, (33 Ind. App. 193)	3470, 3827, 3829
Uvalde v. Spier, (91 Fed. 594)	4937, 4938	Valverde v. Shattuck, (19 Colo. 104)	1262
Uvalde County v. Uvalde (Tex. Civ. App. 32 S. W. 368)	3313	Van Alst v. Jersey City, (49 N. J. L. 156)	939
Uvalde Pav. Co. v. New York, (112 N. Y. S. 534)	4126, 4127	Van Alst Ave., <i>In re</i> , (128 N. Y. S. 523)	1449, 1451, 1477, 1514, 1518
V.		Van Alstine v. People, (37 Mich. 523)	3573, 3579
Vaccarini v. New York, (104 N. Y. S. 928)	5526, 5674	Van Alstyne v. Morrison, (33 Tex. Civ. App. 670)	3573, 3579
Vacheron v. New York, (34 Misc. Rep. N. Y. 420)	695, 2730	Van Amringe v. Barnett, (21 N. Y. Super Ct. 8 Bosw. 357)	3010
Vadakin v. Crilly, (28 Ohio Cir. Ct. Rep. 634)	4858, 5336, 5337	Van Amringe v. Taylor, (108 N. C. 196)	920
Vall v. Attica, (8 Kan. App. 668)	798, 4606		
Vall v. Kansas City & S. Ry., (28 Mo. App. 372)	2051		

TABLE OF CASES.

6161

(References are to Pages.)

Van Anglen v. Bayonne, (56 N. J. L. 463)	4321	Van Riper v. Parsons, (40 N. J. L. 123)	473, 499
Van Antwerp, <i>In re</i> , (128 N. Y. S. 371)	3232	Van Sant v. Atlantic City, (68 N. J. L. 449)	1132
Van Antwerp, <i>In re</i> , (56 N. Y. 261)	3903	Van Sant v. Roberts, (3 Md. 119)	568, 571
Van Arsdale v. Justice, (133 N. Y. S. 661)	4761	Van Sicklen v. Burlington, (27 Vt. 70)	860, 2465, 2466, 4597
Van Baalen v. People, (40 Mich. 258)	2170, 2232, 2268	Van Siclen v. Jamaica Electric Light Co., (168 N. Y. 650)	3473
Van Brocklin v. Tennessee, (117 U. S. 151)	905	Van Swartow v. Commonwealth, (24 Pa. St. 181)	2311, 2360, 2362, 2421
Van Brunt v. Flatbush, (13 N. Y. S. 545)	3040 3650	Van Tassell v. Derrenbacher, (10 N. Y. S. 145)	4922
Van Brunt v. Flatbush, (128 N. Y. 50)	3039, 3989	Van Tine, <i>In re</i> , (12 How. Pr. N. Y. 507)	1356
Van Buren, <i>In re</i> , (79 N. Y. 384)	4450	Van Tine v. Nims, (3 Abb. Pr. N. Y. 39)	1353
Van Buren v. Wells, (53 Ark. 368)	1420, 1622, 1827, 1835, 1836, 1865, 1873, 1874, 1876, 2410	Van Valkenbergh v. Paterson, (47 N. J. L. 146)	1187
Van Buskirk v. Newark, (26 Ohio St. 37)	2443	Van Valkenburgh v. Milwaukee, (43 Wis. 574)	3151
Van Camp v. Keokuk, (130 Ia. 716)	5768	Van Valkenburgh v. New York, (43 Barb. 109)	3900
Van Chief v. Van Vechten, (130 N. Y. 571)	4200	Van Valkenburgh v. New York, (63 N. Y. S. 6)	1132
Van Cleef v. Chicago, (240 Ill. 318)	2911, 5641, 5643	Van Vranken v. Schenectady, (31 Hun, N. Y. 516)	5581
Van Cleve v. Passaic Valley Sewerage Com'rs, (71 N. J. L. 183)	783, 3048, 4647	Van Wagoner v. Paterson, (67 N. J. L. 455)	3044, 3057, 4334, 4461
Van Cott v. Cratt, (11 Utah 209)	5225, 5226	Van Wart v. New York, (52 How. Pr. 78)	1092, 5134
Van De Vere v. Kansas City, (107 Mo. 83)	4284, 5448	Van Wert v. Brown, (47 Ohio St. 477)	2429
Van Denburgh v. Greenbush, (66 N. Y. 1)	1788	Van Wert Board of Education v. Edson, (18 Ohio St. 221)	3336, 3339
Van Doren v. New York, (9 Paige N. Y. 388) ..	3904, 4288, 4292, 4525	Van Wie v. Mt. Vernon, (49 N. Y. S. 779)	5678
Van Duyne v. Knox Hat Mfg. Co., (71 N. J. Eq. 375)	2902, 2939	Van Witsen v. Gutman, (79 Md. 405)	2985, 2990, 2992, 3197, 3942
Van Dyke v. Cincinnati, (1 Disney Ohio 532) ..	1468, 1824, 1999, 2805	Van Wormer v. Albany, (15 Wend. N. Y. 262)	1919
Van Gieson v. Bloomfield, (47 N. J. L. 442)	484, 2723, 4981	Vanatta v. Jones, (42 N. J. L. 561)	3242
Van Gorder v. Seneca Falls, (104 N. Y. S. 299)	5430	Vanatta v. Morristown, (34 N. J. L. 445)	4312
Van Hook v. Selma, (70 Ala. 361) ..	585, 1586, 1828, 1907, 2191, 2228, 2232	Vance, <i>Ex parte</i> , (42 Tex. Cr. Rep. 619)	833
Van Horn v. People, (46 Mich. 183)	2058, 2270	Vance v. Austell, (45 Ark. 400) ..	925, 1374
Van Horn v. State, (46 Neb. 62) ..	380, 429	Vance v. Corrigan, (78 Mo. 94) ..	4554
Van Horn v. State, (51 Neb. 232) ..	1720	Vance v. Hadfield, (22 N. Y. St. 858)	1445, 2161
Van Hostrup v. Madison City, (1 Wall. 291)	819, 874	Vance v. Kansas City, (128 Mo. 644)	5728
Van Husan v. Heames, (91 Mich. 519)	3201	Vance v. Rankin, (95 Ill. App. 592)	332
Van Meter v. People, (60 Ill. 168)	2369	Vance v. Little Rock, (30 Ark. 435)	379, 1420, 4951, 4952, 4971, 4984
Van Nest v. New York, (113 N. Y. 652)	3909	Vance v. Pewamo, (161 Mich. 528)	3263, 3299
Van Orsdal v. Hazard, (3 Hill, N. Y. 243)	998, 1077	Vance v. Vance, (108 U. S. 514) ..	1650
Van Pelt v. Clarksburg, (42 W. Va. 218)	5601, 5673, 5674	Vance's Succession, (39 La. Ann. 371)	5102, 5103, 5104
Van Pelt v. Davenport, (42 Ia. 308)	5538, 5542	Vancouver v. Wintler, (8 Wash. 378)	1494
Van Reipen v. Jersey City, (58 N. J. L. 262)	2632, 2691, 3687	Vandalla v. Ropp, (39 Ill. App. 344)	5604, 5677
Van Rensselaer v. Albany, 2 How. Pr. N. S. N. Y. 42)	5549	Vandalla R. Co. v. State, (166 Ind. 219)	3889
Van Rensselaer v. Kidd, (4 Barb. N. Y. 17)	5262	Vanderkar v. Rensselaer & S. R. Co., (13 Barb. N. Y. 390)	2791
Van Rensselaer & Roseville Streets, <i>In re</i> , (101 N. Y. S. 928)	4276	Vanderbeck v. Hendry, (34 N. J. L. 467)	1993
6 McQ.--52.		Vandebeck v. Jersey City, (29 N. J. L. 441) ..	4146, 4178, 4181, 4391

(References are to Pages.)

Vanderbeck v. Jersey City, (44 N. J. L. 626)	4008	Veale v. Boston, (135 Mass. 187)	5612
Vanderbeck v. Ridgewood, (50 N. J. L. 514)	1474	Veatch Moscow, (18 Idaho, 813)	4651, 4720
Vanderberg v. Kansas City Missouri Gas Co., (126 Mo. App. 600) 3578, 3579, 3580, 3581, 600)	2656	Veazie v. Bangor, (53 Me. 50)....	4154
Vanderbilt v. Adams, (7 Cow. N. Y. 349)	1615, 2053	Veazie v. China, (50 Me. 518)	808, 837
Vanderburgh v. Minneapolis, (98 Minn. 329)	2999	Veazie v. Mayo, (45 Me. 560)....	3442
Vanderhurst v. Tholcke, (113 Cal. 147)	2864, 2866, 4281	Veazie v. Rockland, (68 Me. 511)	5582
Vanderslice v. Philadelphia, (103 Pa. St. 102)	5448	Vee (McVee) v. Watertown, (92 Hun, N. Y. 306).....	8343
Vandersyde v. People, (195 Ill. 200)	3951	Veeder v. Lima, (19 Wis. 280)	4888, 4907
Van de Vere v. Kansas City, (107 Mo. 83)	1916, 1941	Veeder v. Lima, (11 Wis. 419)....	4927
Vandewater v. New York, (2 Sandf. N. Y. 258).....	883, 1438	Veeder v. Little Falls, (100 N. Y. 343)	5388
Vandine, <i>In re</i> , (6 Pick. 23 Mass. 187).... 1431, 1433, 1583, 1585, 1588, 1954, 1957, 1961, 2260, 2314	709	Velth v. Newport, (143 Ky. 294)	5028, 5031
Vandriss v. Hill, (58 Kan. 611)....	4069, 4351	Velasquez v. Zimmerman, (30 Colo. 355)	862
Vane v. Evanston, (150 Ill. 616)	955	Velhage v. Stanley, (78 Conn. 520)	4530
Vane v. Newcombe, (132 U. S. 220)	1073	Venable v. Atlanta, (7 Ga. App. 190)	2319, 2381
Vann v. Pipkin, (77 N. C. 408)....	995	Venable v. Board of Police Comrs, etc., (40 Ore. 458)	977, 1062, 1207, 1230
Vanneman v. Pusey, (93 Md. 686)	4377, 5360, 5364	Veneman v. Jones, (118 Ind. 41)	1985, 2915
Vanover v. Davis, (27 Ga. 354)	2229	Venice v. Breed, (65 Barb. N. Y. 597)	4852, 4857
Vansant v. Harlem Stage Co., (59 Md. 330)	3223	Venice v. Madison County Ferry Co., (216 Ill. 345).....	3274, 3279, 3284, 3285, 3300, 3301, 3311
Vansandt v. Weir, (109 Ala. 104)	1549, 1551, 2053, 2056	Venine v. Archibald, (3 Colo. 163)	2377
Varden v. Mount, (78 Ky. 86)	3122	Venner v. Chicago City R. Co., (236 Ill. 349).... 3435, 3452, 3454, 3467	1615
Varner v. Martin, (21 W. Va. 534)	4775	Venner v. Chicago City Ry. Co., (246 Ill. 170)	3990, 3996
Varner v. Nobleborough, (2 Greenl. Me. 121)	5648	Veraguth v. Denver, (19 Colo. App. 473).....	5398, 5405, 5418, 5419
Varney v. Manchester, (58 N. H. 430)	2022	Verder v. Ellsworth, (59 Vt. 354)	1923
Varney v. Williams, (155 Cal. 818)	5502	Verdery v. Summerville, (82 Ga. 138)	4981, 5040
Vasey v. Baltimore, (28 Fed. 377)	1317	Verdin v. St. Louis, (131 Mo. 26)	763, 812, 1746, 2571, 2632, 2643, 2657, 3988, 4039, 4085, 4362, 4525, 4526
Vashon & Tp. of Hawkesbury, <i>In re</i> , (30 Up. Can. Com. Pleas. 194)	2360	Verdon v. Bowman, (Neb. 97, N. W. 229)	5445
Vason v. Augusta, (38 Ga. 542)	2095	Verera v. Akron, etc. R. Co., (21 Ohio Cir. Ct. R. 769).....	3444
Vassault v. Austin, (36 Cal. 691)	2422	Vergin v. Saginaw, (125 Mich. 400)	5750
Vasser v. George, (47 Miss. 713)	538	Vermillion v. Northwestern Tel. Exchange Co., (189 Fed. 289)	3469, 3570
Vaughn v. Ashland, (71 Wis. 502)	4341	Vermillionville v. Mouton, (28 La. Ann. 586)	2193
Vaughn v. English, (8 Cal. 39)	951	Vermont v. Miller, (161 Ill. 210)	3201, 3202
Vaughn v. Forsyth, (118 N. C. 636)	2520	Vermont Loan & Trust Co. v. Whithed, (2 N. D. 82)	463
Vaughn v. Greencastle, (104 Mo. App. 206)	2473	Verona Borough, Appeal of, (108 Pa. St. 83)	1513, 4403
Vaughn v. Johnson, (77 Va. 300)	1036, 1044, 1059	Verona v. Alleghany Valley R. Co., (152 Pa. St. 368)	4022
Vaughn v. Port Chester, (135 N. Y. 460)	5203	Verplanck v. New York, (2 Edw. N. Y. 220)	881, 890, 3393
Vaughn v. Scade, (30 Mo. 600)....	2358	Verree v. Hughes, (11 N. J. L. 91)	1660
Vaughn v. Thompson, (15 Ill. 39)	2316	Verry v. School Committee of Woonsocket, (12 R. I. 578)....	985
Vaught v. East Tennessee Tel. Co., (123 Tenn. 318)	3593	Versailles, <i>In re</i> , (159 Pa. St. 43)	822
Vaughtmann v. Waterloo, (14 Ind. App. 649).....	2579, 5064, 5414	Versailles v. Brown, (29 Ky. L. Rep. 1223)	2757
Vawter v. Gates, (66 Kan. 505)....	4772	Vestal v. Little Rock, (54 Ark. 321).... 618, 619, 621, 625, 628, 632, 644	
Vaux v. Jefferen, (2 Dyer K. B. 114)	1127	Vesta Mills v. Charleston, (60 S. C. 1)	5039, 5040
		Vick v. Rochester, (46 Hun. N. Y. 607)	3054, 5194

TABLE OF CASES.

6163

(References are to Pages.)

Vick v. Vicksburg, (1 How. Miss. 379)	8206	Vincent v. Brooklyn, (31 Hun, N. Y. 122)	5503, 5506
Vickers v. Sory, (31 Ky. L. R. 277)	1001	Vincent v. Ellis, (116 Ia. 609) 2695, 2705, 2707, 5289, 5290	5290
Vickers v. Vickers, (L. R. 4 Eq. 529)	3831	Vincent v. Nantucket, (12 Cush. Mass. 103)	858, 861, 5122
Vickery v. Chase, (50 Ind. 461) ..	431	Vincent v. Pacific Grove, (102 Cal. 405)	1521, 1839
Vickery v. Sioux City, (104 Fed. 164)	4791	Vineland v. Keek, (73 N. J. L. 285)	2286, 2292
Vickrey v. Sioux City, (115 Fed. 437)	4793	Vineland v. Kotok, (N. J. Sup. 1909, 72 Atl. 959)	2329
Vicksburg v. Briggs, (85 Mich. 502)	2311, 2344	Vines v. State, (67 Ala. 73) 1678, 1748	1748
Vicksburg v. Briggs, (102 Mich. 551)	2162	Vineyard v. Grangeville, (15 Idaho 436)	913
Vicksburg v. Herman, (72 Miss. 211)	3105, 4233	Vinson v. Monticello, (118 Ind. 103)	1812, 2273
Vicksburg v. Lombard, (51 Miss. 111)	4822, 4823, 4874, 4887	Vintner's Co. v. Passy, (1 Burr. 239)	1743
Vicksburg v. McLain, (67 Miss. 4)	5709	Vinton-Roanoke Water Co. v. Roanoke, (110 Va. 661) ..	1737, 3677
Vicksburg v. Marshall, (59 Miss. 563)	1981, 2972	Violett v. Alexandria, (92 Va. 561)	4337, 4434, 4345
Vicksburg v. Richardson, (90 Miss. 1)	5550	Vionet v. First Municipality, (4 La. Ann. 42) ..	802, 1902, 5095, 5096
Vicksburg v. Tobin, (100 U. S. 430)	889, 1439	Viriden v. Fishback, (9 Ill. App. 82)	5189
Vicksburg v. Vicksburg Water-works Co., (206 U. S. 496) 1646, 3719	3719	Virginia v. Chollar-Potosi Gold & Silver Min Co., (2 Nev. 86) 350, 4995, 4999, 5038	5038
Vicksburg v. Waterworks Co., (202 U. S. 453)	3037, 3819, 3823, 3824, 3947	Virginia v. Hall, (96 Ill. 278) 4535, 4536	4536
Vicksburg, etc. Ry. Co. v. Good-enough, (108 La. 442)	4968	Virginia v. Howard, (1 Cranch, D. C. C. C. 61)	2802
Vicksburg, etc. R. Co. v. Mon-roee, (48 La. Ann. 1102) ..	1492, 1705, 1997, 3512, 3568	Virginia v. Plummer, (65 Ill. App. 419)	5697
Vicksburg Waterworks Co. v. Vicksburg, (185 U. S. 65) ..	2723	Virginia v. Smith, (1 Cranch C. C. 47)	1436
Victoria v. Victoria County, (Tex. Civ. App. 94 S. W. 368) ..	1906, 2975	Virginia City Gas Co. v. Vir-ginia City, (3 Nev. 320) ..	2749, 2759
Victoria v. Victoria County, (Tex. 1910, 128 S. W. 109) ..	2525, 2549, 3209, 3221	Virgo v. Toronto, (22 Can. Sup. Ct. 447)	2145
Victoria Lumber Co. v. Rives, (115 La. 996)	5038	Visalia v. Jacob, (65 Cal. 434) 2003 2930, 2933	2933
Vidal v. Girard's Ex'rs, (2 How. U. S. 127)	2488, 2491, 2492, 2500, 2508, 5102	Visalia Gas & Electric Light Co., v. Sims, (104 Cal. 326) ..	3476
Vidalat v. New Orleans, (46 La. Ann. 1121) ..	1988, 2138, 2143, 2912	Vitt v. Owens, (42 Mo. 512) ..	5217, 5219
Vider v. Chicago, (60 Ill. App. 595)	4198	Vogel v. Little Rock, (55 Ark. 609)	611, 619, 628, 631, 645
Vider v. Chicago, (164 Ill. 354) ..	4190	Vogel v. State, (107 Ind. 874) 924, 994	994
Viellesse v. Green Bay, (110 Wis. 160)	5734	Vogel v. West Plains, (73 Mo. App. 588)	5765
Vieley v. Thompson, (44 Ill. 9) ..	5364	Vogelgesang v. St. Louis, (139 Mo. 127)	5589, 5765, 5775
Vier v. Detroit, (111 Mich. 646) 2970	2970	Voght v. Buffalo, (133 N. Y. 463) 4130	4130
Vleths v. Planet Property & Fin Co., (64 Mo. App. 207) ..	4486, 4487	Voinche v. Marksville, (124 La. 712)	3334
Vigeant v. Marlboro, (175 Mass. 459)	4250	Volligny v. Stillwater Co., (73 Minn. 181)	5556
Viliski v. Minneapolis, (40 Minn. 304)	2827	Volk v. Newark, (47 N. J. L. 117)	1210
Villavaso v. Barthet, (39 La. Ann. 247)	1523, 1744, 1748, 1945, 1947	Volkmar St., <i>In re</i> , (124 Pa. 320) 4259	4259
Vinal v. Dorchester, (7 Gray, Mass. 421)	5634	Von Baumbach v. Bade, (9 Wis. 559)	1660
Vincennes v. Callender, (86 Ind. 484)	879	Von Der Leith v. State, (60 N. J. L. 46)	1783
Vincennes v. Citizens' Gas Light Co., (132 Ind. 114)	832, 1646, 2636, 2724, 2729, 2762, 2766, 3413, 3420, 3421, 3423, 3675	Von Diest v. San Antonio Trac-tion Co., (33 Tex. Civ. App. 577)	1733
Vincennes v. Spees, (35 Ind. App. 389)	5631, 5689, 5716	Von Hoffman v. Quincy, (4 Wall. U. S. 535)	541, 1649, 2766
Vincennes v. Thuis, (28 Ind. App. 523)	5705, 5717, 5755, 5763	Von Hostrup v. Madison City, (1 Wall. (U. S.) 291)	4906, 4911
Vincennes University v. Indiana, (14 How. U. S. 263) ..	295, 298, 686	Von Lengerke v. New York, (134 N. Y. S. 832)	5488, 5636
		Von Phul v. Hammer, (29 Ia. 223) 304, 474, 773, 774	774

(References are to Pages.)

Von Schmidt v. Widber, (105 Cal. 151) 2458, 2497, 2765
 Von Steen v. Beatrice, (36 Neb. 421) 3988, 3393, 4421
 Von Tobel v. Lewistown, (41 Mont. 226) 2974, 3303
 Von Vorst v. Jersey City, (27 N. J. L. 493) 3915, 4041
 Vonkey v. St. Louis, (219 Mo. 37) 5661
 Voorhees, *In re*, (32 N. J. L. 141) 2369
 Voorhies v. Houston, (79 Tex. 331) 4990
 Voorhis v. New York, (46 How. Pr. N. Y. 116) 4141, 4180
 Voorhis v. New York, (62 N. Y. 498) 4183
 Vorhes v. Ackley, (127 Ia. 658) 3305, 3306
 Voris v. Pittsburg Plate Glass Co., (163 Ind. 599) 4344
 Voris Ex'rs v. Gallaher, (27 Ky. L. Rep. 1001) 4486, 4546
 Vosburg v. McCrary, (77 Tex. 568) 979, 1029
 Voss v. Waterloo Water Co., (163 Ind. 69) 2459, 4704, 4605, 4727, 4730, 4736, 5120
 Vosse v. Memphis, (9 Lea, Tenn. 294) 2135, 2226, 2235
 Vossen v. St. Clair, (148 Mich. 686) 1305
 Vrana v. St. Louis, (164 Mo. 146) 4417, 4426, 5011
 Vreeland v. Bayonne, (54 N. J. L. 488) 4478
 Vreeland v. Jersey City, (43 N. J. L. 135) 4393
 Vreland v. O'Neil, (36 N. J. Eq. 399) 3867
 Vreeland v. Pierson, (70 N. J. L. 508) 1054, 1063
 Vreeland v. Tacoma, (48 Wash. 625) 3845, 4374
 Vrooman v. Michie, (69 Mich. 42) 5239
 Vyse St., *In re*, (95 N. Y. S. 893) 4237, 4263

W.

Wabash v. Alber, (88 Ind. 428) .. 4232
 Wabash Ave., *In re*, (26 Pa. Super. Ct. 305) 3949, 4123, 4415
 Wabash Eastern Ry. Co. v. East Lake Fork Com'rs, (134 Ill. 384) 4496
 Wabash R. Co. v. Defiance, (52 Ohio St. 262) .. 2799, 3413, 3469, 3928, 3939, 3945, 3969, 4290
 Wabash R. Co. v. Defiance, (10 Ohio Cir. Ct. R. 27) 2800
 Wabash R. Co. v. Defiance, (167 U. S. 88) 3923
 Wabash R. Co. v. De Hart, (32 Ind. App. 62) 2796
 Wabash R. Co. v. Hughes, (38 Ill. 174) 1365
 Wabash R. Co. v. People, (187 Ill. 289) 4991
 Wabash, etc. R. Co. v. People, (118 U. S. 557) 1690
 Wabash, etc. R. Co. v. People, (12 Ill. App. 448) 2935, 3392
 Wabaska Electric Co. v. Wy-more, (60 Neb. 199) 3705, 5477
 Waco v. Chamberlain, (92 Tex. 207) 2638, 4027, 4044, 4290, 4552
 Waco v. Powell, (32 Tex. 258) 1553, 2050, 2054

Waco v. Prather, (90 Tex. 80) 1402, 4041, 4042, 4044, 4046
 Waco Water & L. Co. v. Waco, (Tex. Civ. App. 27 S. W. 675) .. 5355
 Waddell v. New York, (8 Barb. N. Y. 95) 3940, 3947
 Waddey Co. v. Richmond Typo. Union, (105 Va. 188) 2047
 Waddingham v. St. Louis, (14 Mo. 190) 1438
 Wade v. Cornelia, (136 Ga. 89) 2971, 3282
 Wade v. La Moille, (112 Ill. 79) .. 4830
 Wade v. Newbern, (77 N. C. 460) 2131, 2457, 2469, 2613, 2616
 Wade v. Nunnally, (19 Tex. Civ. App. 256) 1494, 1497, 1724
 Wade v. Oakmont, (165 Pa. St. 479) 3672, 3687, 3807, 3891, 4713, 4730, 4735, 5033
 Wade v. Richmond, (18 Gratt. Va. 583) 600, 601, 663, 703
 Wade v. Tacoma, (4 Wash. 85) 769, 770
 Wade v. Travis, (81 Fed. 742) .. 4619
 Wadell v. New York, (8 Barb. N. Y. 95) 4017, 4229, 4290
 Wadleigh v. Gilman, (12 Me. 403) 2061, 2062, 2068, 2077
 Wadley v. Lancaster, (124 Ga. 354) 4582, 4751
 Wadlow v. Chicago, (159 Ill. 176) 4017, 4020, 4475
 Wadsworth v. Board of Super- visors, (115 N. Y. S. 8) 5148
 Wadsworth v. Concord, (133 N. C. 587) 2599, 2609
 Wadsworth v. Maysville, (24 Ky. L. Rep. 312) 1613
 Wager v. Troy Union R. Co., (25 N. Y. 526) 3603
 Waggeman v. North Peoria, (160 Ill. 277) 3207, 4391, 4503
 Waggoner v. South Gorin, (88 Mo. App. 25) 1930
 Wagner, *Ex parte*, (21 Okla. 33) .. 1508
 Wagner v. Bristol Belt Line R. Co., (108 Va. 594) 3618
 Wagner v. Garrett, (118 Ind. 114) 1817, 2113, 2272, 2325
 Wagner v. Harris (1 Wyo. 194) 295
 Wagner v. Jackson Tp., (133 Pa. 61) 5776
 Wagner v. Louisville, (Ky. 1909, 117 S. W. 283) 1052, 1127, 1134
 Wagner v. Porter, (Tex. Civ. App. 56 S. W. 560) 5031
 Wagner v. Portland, (40 Or 389) 5070, 5395, 5457, 5479
 Wagner v. Rock Island, (146 Ill. 139) 512, 1725, 3592, 3665, 3865, 3866
 Wagoner v. Philadelphia, (215 Pa. 379) 1122, 1139
 Wahl v. Milwaukee, (23 Wis. 272) 2601
 Wahle v. Reinbach, (76 Ill. 322) 1960
 Wahlgren v. Kansas City, (42 Kan. 243) 3992
 Wahoo v. Dickinson, (23 Neb. 426) 326, 615
 Wahoo v. Nethaway, (73 Neb. 54) 2970, 2973
 Wahoo v. Reeder, (27 Neb. 770) 255, 317, 5590
 Wahoo v. Tharp, (45 Neb. 563) 609, 629
 Wahrman v. Board of Education, (187 N. Y. 331) 5380, 5509

TABLE OF CASES.

6165

(References are to Pages.)

Wainwright v. Queens County Water Co., (78 Hun, 146) 3599, 3782	Walker v. Burlington, (56 Vt. 131) 5024
Wait v. May, (48 Minn. 453) 3323	Walker v. Caywood, (31 N. Y. 51) 2933
Waite v. Garston Local Board L. R., (3 Q. B. 5) 1415, 1576	Walker v. Chicago, (182 Ill. 211) 4070
Waite v. Santa Cruz, (184 U. S. 392) 4826, 4827, 4828, 4895, 4896, 4908, 4917, 4918	Walker v. Chicago, (202 Ill. 581) 3978, 3939, 3951, 3972, 3974, 4001, 4028, 4015, 4073, 4287, 4406
Waite v. Santa Cruz, (89 Fed. 619) 4825, 4826, 4900, 4909, 4917, 4937	Walker v. Chicago, etc. R. Co., (71 Ia. 458) 2086
Waits v. Ormsby Co., (1 Nev. 270) 2587	Walker v. Cincinnati, (21 Ohio St. 14) 306, 437, 462, 904, 928, 1311, 1374, 1386, 4971
Wakefield v. Brophy, (122 N. Y. B. 632) 2676, 2619, 4616, 5321	Walker v. Commonwealth, (40 Pa. Super Ct. 628) 2028
Wakefield v. Brophy, (67 Misc. N. Y. R. 298) 731	Walker v. Cook, (129 Mass. 577) 1116, 5224
Wakefield v. Fargo, (90 N. Y. 218) 955, 966	Walker v. Cooke, (163 Mass. 401) 2295
Wakefield v. Newell, (12 R. I. 75) 5528, 5570	Walker v. Detroit, (138 Mich. 528) 5035
Wakefield v. Newport, (80 N. H. 274) 5429, 5478	Walker v. Detroit, (142 Mich. 427) 3924, 3928
Wakefield v. Newport, (62 N. H. 624) 5424, 5472	Walker v. Dillonvale, (82 Ohio 137) 5331
Wakefield v. Phelps, (37 N. H. 295) 1794	Walker v. Dillonvale, (80 Ohio Cir. Ct. 423) 1114, 1120
Wakefield v. Thresa, (100 N. Y. B. 414) 3394, 3493, 3496	Walker v. Evansville, (32 Ind. 393) 1296
Wakeley v. Omaha, (58 Neb. 245) 4429, 4512, 4520	Walker v. Fitzgerald, (103 Ga. 423) 1816, 1821
Wakeling v. Cocker, (23 Pa. Super. Ct. 196) 2905	Walker v. Hallock, (39 Ind. 239) 1170
Wakeman v. Wilbur, (147 N. Y. 657) 1992, 2952	Walker v. Jameson, (140 Ind. 591) 822, 1897, 1917, 1918, 1924, 1952, 1954, 1957, 2576, 4229
Walcott v. Swampscott, (1 Allen, Mass. 101) 5399	Walker v. Lockport, (43 How. N. Y. Pr. 366) 5627
Walcutt v. Columbus, (37 Ohio Cir. Ct. R. 235) 1499	Walker v. McNelly, (121 Ga. 114) 2117
Walden, <i>Is re</i> , (14 N. Y. St. Rep. 590) 3149	Walker v. Manchester, (58 N. H. 488) 3227
Walden v. Dudley, (49 Mo. 419) 599, 4980	Walker v. Morgan Park, (1 570) 4293
Walden v. Jamestown, (80 N. Y. B. 86) 5627	Walker v. New Orleans, (Ann. 228) 2229, 2252
Walden v. Jamestown, (178 N. Y. 213) 5120	Walker v. New York, (95 B. 121) 5451
Walden v. Relyea, (89 N. Y. App. Div. 241) 3924, 4815	Walker v. Oswald, (68 Md 16, 929
Walden v. Whigham, (120 Ga. 546) 2550, 2556	Walker v. People, (5 Colo. App. 57) 2121
Waldman v. O'Donnell, (67 How. Pr. N. Y. 215) 5226	Walker v. People, (170 Ill. 410) 1748, 2696, 4052
Waldo v. Portland, (33 Conn. 363) 4760	Walker v. Point Pleasant, (49 Mo. App. 244) 253
Waldo v. Wallace, (12 Ind. 549) 924, 1865, 1876, 2292	Walker v. Quillian, (118 Ga. 152) 1037, 1080
Waldraven v. Memphis, (4 Coldw. Tenn. 481) 912, 1074	Walker v. Reidsville, (96 N. C. 382) 5754
Waldron v. Berry, (51 N. H. 136) 1178	Walker v. Rogan, (1 Wis. 597) 1297, 1302
Waldron v. Haverhill, (143 Mass. 582) 5426	Walker v. Rome, (6 Ga. App. 59) 702
Waldron v. Kansas City, (69 Mo. App. 50) 4226	Walker v. San Francisco, (129 Cal. 108) 1718, 2794
Waldschmidt v. Bowland, (37 Ohio St. R. 782) 4519, 4520	Walker v. St. Louis, (15 Mo. 563) 5033, 5202
Wales v. Warren, (66 Neb. 455) 4265, 4471	Walker v. Sauvinet, (92 U. S. 90) 2263
Wales & Son v. Muscatine, (4 Ia. 302) 5235	Walker v. Sedalla, (74 Mo. App. 70) 4281
Wallish v. Milwaukee, (95 Wis. 16) 4218, 4220, 4229	Walker v. Shetton, (60 J. P. 213) 1742
Walker v. Ann Arbor, (11 Mich. 1) 5711	Walker v. Spokane, (82 Wash. 212) 727
Walker v. Ann Arbor, (118 Mich. 251) 4455, 4458	Walker v. Springfield, (94 Ill. 364) 2208, 2266
Walker v. Aurora, (140 Ill. 403) 4072, 4371, 4387, 4459, 4460, 4461	Walker v. Springfield, (3 Ohio Dec. 567) 5691
	Walker v. Stetson, (162 Mass. 86) 567
	Walker v. Summers, (9 W. Va. 523) 2225, 2261

(References are to Pages.)

Walker v. Towle, (156 Ind. 639)	2052, 2059	Walsh v. Ansonia, (69 Conn. 553)	4056
Walker v. Waterbury, (81 Conn. 18)	5129	Walsh v. Augusta, (67 Ga. 293)	4631
Walker v. West Boylston, (128 Mass. 550)	921	Walsh v. Barron, (61 Ohio St. 15)	4380, 4456, 4457
Walker v. Whitehead, (16 Wall. 83 U. S. 314)	1636, 1649, 1653	Walsh v. Board of Education of Newark, (73 N. J. L. 643)	3147
Walker & Simmons v. District of Columbia, (17 D. C. 352)	4435, 4483	Walsh v. Central New York T. & T. Co., (176 N. Y. 163)	5753
Walkley v. Muscatine, (6 Wall. U. S. 491)	4974	Walsh v. Columbus, (36 Ohio St. 169)	2626
Walkup v. Beebe, (139 Ia. 395)	2036	Walsh v. First National Bank, (129 Mo. App. 641)	3979, 4018
Wall, <i>Ex parte</i> , (107 U. S. 265)	1067	Walsh v. Johnston, (18 R. I. 88)	1249, 1333
Wall, <i>In re</i> , (48 Cal. 279)	719, 847, 959	Walsh v. Mathews, (29 Cal. 128)	4151, 4538
Wall v. Monroe, (103 U. S. 74)	4773	Walsh v. Missouri Pacific Ry. Co., (102 Mo. 582)	761, 2093
Wall v. Pittsburg, (205 Pa. 48)	5617	Walsh v. New York, (107 N. Y. 220)	5479
Walla Walla v. Dement Bros. Co., (Wash. 121 Pac. 63)	3127	Walsh v. New York, (96 N. Y. S. 540)	5697
Walla Walla v. Ferdon, (21 Wash. 308)	2232	Walsh v. New York, (55 N. Y. Super. Ct. 535)	2676
Walla Walla v. Walla Walla Water Co., (173 U. S. 1)	205, 1412, 1610, 1642, 2723, 3423, 3520, 3819, 3823, 3824, 4649, 4713, 4731, 4735	Walsh v. New York, (113 N. Y. 142)	2706
Wallace v. Canandaigua, (117 N. Y. S. 913)	2840	Walsh v. New York Floating Dry Dock Co., (77 N. Y. 448)	2361
Wallace v. Dallas, (2 Posey Unrep. Cas. Tex. 424)	5571	Walsh v. New York, etc. Trustees, (96 N. Y. 427)	407, 409, 5479
Wallace v. Dewey, (3 McClean, C. C. 548)	2529	Walsh v. Newark, (77 N. J. L. 181)	4316
Wallace v. Farmington, (231 Ill. 232)	5743	Walsh v. Newark, (78 N. J. L. 168)	3976
Wallace v. Lawyer, (54 Ind. 501)	5223, 5226	Walsh v. Sims, (65 Ohio 211)	4519
Wallace v. Menasha, (48 Wis. 79)	5041	Walsh v. Sisler, (20 Ohio Cir. Ct. Rep. 264)	4985
Wallace v. Muscatine, (4 Greene Ia. 273)	4242, 5394, 5544	Walsh v. Union, (13 Ore. 589)	1861, 2162
Wallace v. New Haven, (82 Conn. 527)	5655, 5657, 5703, 5718, 5753	Walston v. Nevlin, (128 U. S. 578)	4836
Wallace v. New York, (18 How. Pr. N. Y. 169)	5609	Waltemeyer v. Kansas City, (71 Mo. App. 354)	5702
Wallace v. Norman, (9 Okla. 339)	5387, 5439, 5465	Walter, <i>In re</i> , (83 N. Y. 538)	3990
Wallace v. Reno, (27 Nev. 71)	2245	Walter, <i>In re</i> , (21 Hun. N. Y. 533)	3989
Wallace v. Richmond, (94 Va. 204)	1890, 1902	Walter, <i>In re</i> , (75 N. Y. 354)	4051
Wallace v. San Jose, (29 Cal. 180)	1088, 2569, 2595, 2601	Walters, <i>In re</i> , (22 N. Y. S. 322)	1935
Wallace v. Sharon Tp., (84 N. C. 164)	380	Walter v. Bowling Green, (26 Ohio Cir. Ct. Rep. 756)	2085
Wallenberg v. Minneapolis, (111 Minn. 471)	3927, 4226, 4242, 4248, 4254	Walter v. McClellan, (113 App. Div. N. Y. 295)	2664, 2690, 3666
Waller v. Dubuque, (69 Ia. 541)	5472, 5485	Walter v. McClellan, (48 Misc. R. N. Y. 215)	2674, 3950, 4304, 5355
Waller v. Everett, (52 Mo. 57)	1781, 1785	Walterman v. Norwalk, (145 Wis. 663)	2870, 2909
Waller v. Osban, (60 Fla. 268)	256, 1418, 1423	Walters v. Dorian, (138 Ky. 735)	4924
Walling v. Michigan, (116 U. S. 446)	1678, 1682	Walters v. Duke, (31 La. Ann. 668)	2221
Walling v. Shreveport, (5 La. Ann. 660)	5439	Walters v. Exeter, (87 Neb. 125)	5601
Wain v. Philadelphia, (99 Pa. St. 330)	1371, 1395, 1498, 1501, 1504, 1511, 1516	Walters v. Lake, (129 Ill. 23)	4473, 4506, 4507, 4508
Walnut v. Barnett, (141 Ill. App. 367)	2202, 2230	Walters v. Marshalltown, (145 Ia. 457)	4231, 5554
Walnut v. Jordan, (38 Kan. 562)	575, 662, 675, 676, 4778	Walters v. New York, (119 App. Div. N. Y. 464)	1095, 1161, 1163
Walnut v. Rankin, (70 Ia. 65)	812, 5152	Walters v. New York, (190 N. Y. 875)	1209
Walnut v. Wade, (103 U. S. 683)	4608	Walters v. Ottawa, (240 Ill. 259)	545, 5581
Walnut St., <i>In re</i> , (7 Kulp Pa. 562)	4313	Walters v. Paducah, (Ky. 123 S. W. 287)	1125
Walpole v. Massachusetts Chemical Co., (192 Mass. 66)	3179	Waltman v. Rund, (109 Ind. 366)	3193, 3203
Walpole v. Pueblo, (12 Colo. App. 151)	5179	Walton v. Augusta, (104 Ga. 757)	1670, 1673, 2231
		Walton v. Canon City, (13 Colo. App. 77)	2305, 2373
		Walton v. New York, (26 App. Div. N. Y. 76)	2621
		Walton v. Toledo, (23 Ohio Cir. Ct. 547)	2153

TABLE OF CASES.

6167

(References are to Pages.)

Walton Ave., <i>In re</i> , (116 N. Y. S. 471)	3155, 3219, 4270
Walworth v. Whitewater, (17 Wis. 193)	4631
Walworth Bank v. Farmers' Loan & T. Co., (16 Wis. 629)	1815, 2740
Wame'ink v. Cleveland, (40 Ohio St. 381)	3994
Wamesit Power Co. v. Allen, (120 Mass. 352)	1168
Wammack v. Holloway, (2 Ala. 31)	1029, 1033
Wannenwetsch v. Baltimore, (117 Md. 32)	3985, 4313
Wanstead Local Board v. Wooster, (37 J. P. 404)	1952
Wanser v. Hooa, (60 N. J. L. 432)	463, 483
Wan Yin, <i>In re</i> , (22 Fed. 701)	2199, 2231, 2447
Wapella v. Davis, (39 Ill. App. 592)	1840, 1842, 2803, 4947
Waples v. Dubuque, (116 Ia. 167)	4793
Ward, <i>In re</i> , (52 N. Y. 395)	4414
Ward v. Beaufort, (146 N. C. 534)	5291
Ward v. Birmingham Water works Co., (152 Ala. 285)	3697
Ward v. Board of Education, 21 Ohio Cir. Ct. 699)	1153
Ward v. Board of Equalization, (135 Mo. 309)	5213, 5215, 5217
Ward v. Brooklyn, (164 N. Y. 591)	5023
Ward v. Cole County Court, (50 Mo. 401)	5264
Ward v. Colfax County, (10 Neb. 293)	1180
Ward v. Cook, (78 Ill. App. 111)	1048, 1083, 4761
Ward v. Davis, (3 Sandf. N. Y. Super. Ct. 502)	3261
Ward v. Elizabeth City, (121 N. C. 1)	1060, 1078
Ward v. Field Museum, (241 Ill. 496)	424, 500, 506, 3334
Ward v. Forest Grove, (20 Ore. 355)	1092
Ward v. Gradin, (15 N. D. 649)	363, 682
Ward v. Greenville, (67 Tenn. 8 Baxt. 228)	1575, 2130
Ward v. Hartford, (12 Conn. 404)	274
Ward v. Kropf, (120 N. Y. S. 476)	2821, 4125, 4668, 4673, 5320
Ward v. Lincoln, (87 Neb. 661)	4183
Ward v. Little Rock, (41 Ark. 526)	1917
Ward v. Louisville, (16 B. Mon. Ky. 184)	5464
Ward v. Marshall, (96 Cal. 155)	1126
Ward v. Maryland, (12 Wall U. S. 418)	1678, 2202
Ward v. Mulford, (32 Cal. 365)	383
Ward v. Murphysboro, (77 Ill. App. 549)	2067, 2077, 5462
Ward v. People, (13 Ill. 635)	2426
Ward v. Piper, (69 Kan. 773)	329
Ward v. Robt. J. Boyd Paving Co., (79 Fed. 391)	316, 485
Ward v. Washington, (4 Cranch. C. C. 232)	1942
Warden v. Fond du Lac, (14 Wis. 618)	5362
Warden of St. Peter's E. Church v. Washington, (109 N. C. 21)	1724, 1939
Wardlaw v. New York, (29 Jones & S. N. Y. 174)	945, 1000
Wardlaw v. New York, (137 N. Y. 194)	1247
Wardner v. Pelkes, (8 Idaho 333)	321, 333, 586, 614
Ware v. Jerseyville, (158 Ill. 234)	4455, 4465
Ware v. Rutherford, (55 N. J. L. 450)	3961, 4044
Ware Shoals Mfg. Co. v. Jones, (78 S. C. 211)	1762
Warfel v. Knott, (128 Pa. St. 528)	868
Waring v. Little Rock, (62 Ark. 408)	2809, 3296
Waring v. Mobile, (24 Ala. 701)	1798
Warner v. Berks, (38 Pa. Super. Ct. 437)	783
Warner v. Grace, (14 Minn. 487)	865
Warner v. Gunnison, (2 Colo. App. 400)	3123, 3130
Warner v. Hoagland, (51 N. J. L. 62)	299, 471, 488, 491, 492
Warner v. Knox, (50 Wis. 429)	3973, 4524
Warner v. Mower, (11 Vt. 385)	1326
Warner v. Myers (4 Ore. 72)	5280
Warner v. New Orleans, (81 Fed. 645)	4764, 4765
Warner v. New Orleans, (87 Fed. 329)	2626, 4776
Warner v. New Orleans, (167 U. S. 467)	4776
Warner v. Porter, (2 Doug. Mich. 358)	2436
Warner v. Randolph, (45 N. Y. S. 1112)	5729
Warner v. Stebbins, (111 Ia. 86)	1934
Warner & Ray v. Beers, (23 Wend. 103)	246
Warnock v. Lafayette, (4 La. Ann. 419)	1297, 1306
Warren v. Barber Asphalt Paving Co., (115 Mo. 572)	621, 2671, 4085, 4123, 4341
Warren v. Boston Street Com'rs, (187 Mass. 290)	4337, 4345, 4348
Warren v. Boston Street Com'rs, (181 Mass. 6)	2638, 2639, 4500, 4501
Warren v. Branan, (109 Ga. 835)	586
Warren v. Brown, (31 Neb. 8)	3219
Warren v. Chandos, (115 Cal. 382)	4137
Warren v. Charleston, (2 Gray Mass. 84)	150, 214, 283, 610, 1748
Warren v. Chicago, (118 Ill. 329)	4393, 4448, 4452
Warren v. Davis, (43 Ohio St. 447)	5581
Warren v. Evansville, (106 Ind. 104)	497, 765
Warren v. Grand Haven, (30 Mich. 24)	3039, 3040, 3650, 4428, 4461, 4478, 4485, 4516
Warren v. Greer, (117 Pa. St. 207)	1615, 2282
Warren v. Henly, (81 Ia. 31)	774, 3463, 3922, 4336, 4342, 4353, 4452, 4462
Warren v. Hunter, (1 Phila. Pa. 414)	1914
Warren v. Independence, (153 Mo. 593)	5589, 5604
Warren v. Klein, (51 Miss. 307)	4975
Warren v. Jacksonville, (15 Ill. 236)	3206, 3309
Warren v. Lyons City, (22 Ia. 351)	2513, 2518, 2537, 3331, 3337, 3346
Warren v. Marcy, (97 U. S. 96)	4873
Warren v. Newport, (23 Ky. L. Rep. 1006)	4651
Warren v. Patterson, (56 Ill. 111)	2511
Warren v. People, (3 Parker Cr. Rep. N. Y. 644)	2370
Warren v. Phillips, (30 Barb. N. Y. 646)	1193
Warren v. Pleasant Bridge Co., (16 Pa. Co. Ct. Rep. 44)	4383

(References are to Pages.)

Warren v. Rand, (88 Miss. 395) 4262, 4276	Washington v. Eaton, (4 Cranch C. C. 352) 2161
Warren v. Riddell, (106 Cal. 352) 4521	Washington v. Fisher, (43 N. J. L. 377) 3899
Warren v. Russell, (129 Cal. 381) 4553	Washington v. Frank, (46 N. C. 1 Jones 436) 2159, 2320, 2378, 2390
Warren v. St. Paul, (Fed. Cas. No. 17,199) 5149, 5247	Washington v. Hammond, (76 N. C. 33) 1861, 1870
Warren v. Wausau, (66 Wis. 206) 3989	Washington v. Lynch, (5 Cranch C. C. 498) 2058, 2319
Warren Bros. Co. v. New York, (190 N. Y. 297) 2648	Washington v. Meigs, (8 Dist. of Col. 53) 2058, 2271
Warren Bros. Co. v. Taylor, (29 R. I. 96) 5608	Washington v. Nashville, (1 Swan, 177) 3921, 3982, 4328, 4337, 4330
Warren Gaslight Co. v. Pennsylvania Gas Co., (161 Pa. 510) 3422	Washington v. Steiner, (25 Pa. Super Ct. 392) 2809, 2811
Warren Mfg. Co. v. Aetna Ins. Co., (28 Fed. Cas. No. 17,206) 1688	Washington v. Washington Water Co., (70 N. J. Eq. 254) 3690, 3776
Warren Water Co. v. Warren, (200 Pa. 504) 3821	Washington v. Wheat, (1 Cranch C. C. 410) 2292
Warrensburg v. McHugh, (122 Mo. 649) 2273	Washington v. Wheaton, (Fed. Cas. No. 17, 239) 2251
Warrensburg v. Miller, (77 Mo. 56) 5202	Washington v. Williams, (111 Fed. 801) 4868
Warrick v. Queen College, (6 L. R. Ch. App. Cas. 716) 17	Washington Ave., <i>In re</i> , (69 Pa. 352) 4456
Warrin v. Baldwin, (105 N. Y. 534) 5137, 5228	Washington Cemetery v. Prospect Park R. Co., (68 N. Y. 591) 3170, 3176
Warsaw v. Dunlap, (113 Ind. 576) 5636, 5637, 5729	Washington County Water Co. v. Hagerstown, (116 Md. 497) 2776
Warsaw v. Malone, (N. C. 75 S. E. 1011) 4651	Washington Electric Vehicle Transp. Co. v. Dist. of Columbia, (19 App. D. C. 462) 2248
Warsaw Waterworks Co. v. Warsaw, (44 N. S. 876) 3817, 3836	Washington Female Seminary v. Washington, (18 Pa. Super. Ct. 555) 2776
Warsop v. Hastings, (22 Minn. 437) 1448, 1516, 1635, 4650, 4655	Washington Lodge v. Frelinghuysen, (138 Mich. 350) 2944
Wartman v. Philadelphia, (33 Pa. 202) 2918, 2131, 2132, 2133, 2135	Washington Ice Co. v. Chicago, (147 Ill. 327) 3962, 4067
Warwick v. Mayo, (15 Gratt Va. 528) 2296	Washington Park Club v. Chicago, (219 Ill. 323) 3951, 4078
Warwick v. New York, (28 Barb. N. Y. 210) 1538	Washington Park Com'rs., (52 N. Y. 131) 3184
Wasem v. Cincinnati, (2 Cin. R. Ohio 84) 1521, 1522	Washington, etc. R. Co. v. Alexandria, (98 Va. 344) 2101
Washburn v. Chicago, (198 Ill. 506) 4001, 4002, 4071, 4083	Washington Southern R. Co. v. Lacy, (94 Va. 460) 1584, 2087
Washburn v. Chicago, (201 Ill. 210) 4064, 4073	Washington State Bank v. Baillio, (47 La. Ann. 1471) 4934
Washburn v. Easton, (172 Mass. 525) 5677	Washington St., <i>In re</i> , (12 Pa. Co. Ct. R. 288) 2959
Washburn v. Lyons, (97 Cal. 314) 3984	Washingtonian Home v. Chicago, (157 Ill. 414) 252, 426, 804, 5096
Washburn v. Oshkosh, (60 Wis. 453) 600, 630, 5034	Washle v. Nehan, (97 Ky. 351) 4379
Washburn v. Thompson, (99 Wis. 585) 5147	Wasmer v. Delaware, etc. R. Co., (80 N. Y. 212) 1854
Washburn v. Washburn Water Works Co., (120 Wis. 575) 3486, 3674, 3677	Wasson v. McCook, (80 Mo. App. 483) 3097
Washburn Memorial Orphan Asylum v. State, (73 Minn. 343) 4420	Watauga Water Co. v. Wolfe, (99 Tenn. 429) 3658
Washburn & M. Mfg. Co. v. Worcester, (116 Mass. 458) 3041, 3044, 4292, 4303, 5550	Water Com'rs., <i>In re</i> , (96 N. Y. 351) 3167, 3171
Washburn Water Works Co. v. Washburn, (129 Wis. 73) 313, 662, 699, 700, 702, 3388	Water Front, <i>In re</i> , (190 N. Y. 350) 4342
Washington, <i>In re</i> , (26 Pa. Super. 296) 638	Water Com'rs., <i>In re</i> , (31 N. J. L. 72) 3148
Washington, <i>Ex parte</i> , (10 Mo. App. 495) 2350	Water Com'rs v. East Saginaw, (33 Mich. 164) 5235
Washington v. Boyd, (64 Mo. 179) 1168	Water Com'rs v. Hall, (98 Ill. 371) 4627
Washington v. Coler, (51 Fed. 362) 4840, 4910	Water Com'rs v. Hudson, (13 N. J. Eq. 420) 3536
Washington v. Cooly, (4 Cranch C. C. 103) 2329	Water Light & Gas Co. v. Hutchinson Interurban Ry. Co., (74 Kan. 661) 873, 4607, 5316
Washington v. David, (Neb. 89 N. W. 737) 4932	Water, Light & Gas Co. v. Hutchinson, (144 Fed. 256) 3414
Washington v. Eames, (6 Allen, Mass. 417) 2480	

TABLE OF CASES.

6169

(References are to Pages.)

Water, Light & Gas Co. v. Hutchinson, (207 U. S. 385) 3415, 3469	Watkins v. Hillerman, (73 Hun, N. Y. 317) 1477, 1514
Water Supply Co. v. Albuquerque, (9 N. M. 441) 985, 3455, 5075	Watkins v. Lynch, (71 Cal. 21) 3225
Water Valley v. Davis, (73 Miss. 521) 2426	Watkins v. Milwaukee, (52 Wis. 98) 4440
Waterbury v. Board of Commissioners, (10 Mont. 515) 5225	Watkins v. Milwaukee, (55 Wis. 335) 1926
Waterbury v. Laredo, (68 Tex. 565) 2580, 2721	Watkins v. Mooney, (114 Ky. 646) 980, 1010, 1023
Waterbury v. Morphey, (146 Ia. 313) 2865, 5463	Watkins v. Welch Grape Juice Co., (96 App. Div. N. Y. 114) 2800, 3241
Waterbury v. Platt Bros. & Co., (75 Conn. 387) 3080, 3086, 3179	Watkins v. Zwietusch, (47 Wis. 513) 4440
Waterbury v. Platt Bros. & Co., (76 Conn. 435) 3153, 3177, 5563	Watson v. Appleton, (62 Wis. 267) 5143
Waterhouse v. Cleveland, (8 Heisk. Tenn. 357) 4946	Watson v. Atlanta, (136 Ga. 370) 5498
Waterloo v. Union Mill Co., (72 Ia. 437) 1994, 2882, 3287, 3293, 5165, 5166	Watson v. Cambridge, (157 Mass. 561) 5086
Waterloo v. Waterloo, etc. R. Co., (149 Ia. 129) 1890	Watson v. Carver, (27 App. D. C. 555) 3199
Waterloo v. Waterloo St. Ry. Co., (71 Ia. 193) 2005, 2100	Watson v. Chicago, (115 Ill. 78) 4053, 4351, 4451
Waterloo W. Mfg. Co. v. Shanahan, (128 N. Y. 345) 1533	Watson v. Columbia, (77 Mo. App. 267) 4274
Waterous Engine Wks. Co. v. Clinton, (110 Minn. 267) 4206, 4207	Watson v. Fairmont, etc. Ry. Co., (49 W. Va. 528) 3392, 3407, 3788
Waters Appeal of, (10 Wkly. Notes Cas. Pa. 146) 1190	Watson v. Huron, (97 Fed. 449) 4582, 4759, 4762, 4763, 4765
Waters v. Bay View, (61 Wis. 642) 3048, 5529, 5571	Watson v. Kingston, (114 N. Y. 88) 4219
Waters v. Bonvouloir, (172 Mass. 286) 806, 5353	Watson v. McGrath, (111 La. 1097) 1043
Waters v. Gilbert, (2 Cush. Mass. 27) 1370, 1377	Watson v. New Milford, (72 Conn. 561) 5383, 5449, 5564, 5567
Waters v. Leech, (3 Ark. 110) 1574, 1595, 1901, 2082	Watson v. New York, (73 N. Y. S. 1027) 3013
Waters v. New York, (88 N. Y. S. 238) 1150	Watson v. Pamlico County, (82 N. C. 17) 610, 663
Waters v. Newark, (56 N. J. L. 361) 5546	Watson v. Passaic, (46 N. J. L. 124) 3934
Waters v. Townsend, (65 Ark. 613) 1920, 1925, 1930	Watson v. Plainfield, (60 N. J. L. 260) 2440
Waters Pierce Oil Co. v. McElory, (Tex. Civ. App. 1898, 47 S. W. 272) 782, 2134	Watson v. Princeton, (4 Metc. Mass. 599) 5033
Waters-Pierce Oil Co. v. New Iberia, (47 La. Ann. 363) 1600, 1612, 1919, 2084	Watson v. Robberson Avenue R. Co., (69 Mo. App. 548) 3403
Waters-Pierce Oil Co. v. State, (19 Tex. Civ. App. 1) 1889	Watson v. Sewickley, (91 Pa. 330) 4434
Watertown v. Cady, (20 Wis. 501) 263, 5190	Watson v. Thomson, (116 Ga. 546) 2128
Watertown v. Cowen, (4 Paige N. Y. 510) 1998, 2542, 5198, 5199	Watson v. Tripp, (11 R. I. 98) 5608
Watertown v. Mayo, (109 Mass. 315) 1945	Watson v. Walker, (23 N. H. 471) 583
Watertown v. Robinson, (59 Wis. 513) 5133	Watson Seminary v. Pike County Court, (149 Mo. 57) 352, 378, 528
Watertown v. Robinson, (69 Wis. 230) 5133	Watson's Ex'r. v. Pleasant, (21 Ohio St. 667) 3032
Watertown v. Rodenbaugh, (112 App. Div. N. Y. 723) 2384	Watt v. Jones, (60 Kan. 201) 1814, 1819
Watertown v. Sawyer, (109 Mass. 320) 2068	Watters v. Omaha, (76 Neb. 355) 5427, 5428
Watertown v. Troeh, (25 S. D. 21) 3244, 3249, 3262, 3286, 3287, 3288, 3292	Watters v. Waterloo, (126 Ia. 199) 5766
Watervliet v. Colonie, (27 App. Div. N. Y. 394) 635	Watterson v. Bradley, (43 Ohio St. 456) 4356
Waterworks v. Ennis, (Tex. Civ. App. 144 S. W. 930) 3320	Watterson v. Nashville, (106 Tenn. 410) 4133
Watkins v. County Court, (30 W. Va. 657) 5671	Wattles v. Lapeer, (40 Mich. 624) 4991
Watkins v. Griffith, (59 Ark. 344) 3991	Watts v. Port Deposit, (46 Md. 500) 1796, 4984
	Watts v. Scott, (1 Dev. 12 N. C. 291) 2313
	Watuppa Reservoir Co. v. Fall River, (147 Mass. 548) 1392
	Watuppa Reservoir Co. v. Mackenzie, (132 Mass. 71) 1963
	Waud v. Green, (7 Mo. App. 82) 4484

(References are to Pages.)

Waukegan v. Burnett, (234 Ill. 460)	4442	Weaver v. San Francisco, (146 Cal. 728)	4634, 5187
Waukesha v. Randles, (120 Wis. 470)	3924, 4311	4684, 4686, 5136, 5146,	
Waukesha v. Waukesha, (78 Wis. 434)	5118, 5121	Weaver v. Scurry, (Tex. Civ. App. 1894, 28 S. W. 836)	426
Waukesha Hygela M. S. Co. v. Waukesha, (83 Wis. 475).1452, 2003, 2933, 3499,	5199	Weaver v. State, (39 Ala. 535)...	5362
Waupun v. Moore, (34 Wis. 450)	1726, 5199	Weaver v. State, (89 Ga. 639)	2220, 2282
Wausau v. Heideman, (119 Wis. 244)	2254	Webb's Case, (8 Rep. 45).....	1126
Wauwatosa v. Dreutzer, (116 Wis. 117)	2933, 5160	Webb v. Albertson, (4 Barb. N. Y. 51)	844
Waverly v. Goss, (138 Ill. App. 68)	2379, 2384	Webb v. Butler County Com'rs (52 Kan. 375)	5166
Waverly v. Reesor, (98 Ill. App. 649)	5646	Webb v. Demopolis, (95 Ala. 116) 880, 881, 1990, 2971, 2975, 3209, 3894,	5198
Waverly v. Waverly Waterworks Co., (69 Misc. R. N. Y. 373)....	3344	Webb v. Detroit Board of Health, (116 Mich. 516).....	5399, 5497, 5498
Waverly v. Waverly Water Co., (127 App. Div. N. Y. 440).....	4619	Webb v. Heintz, (52 Ore. 444)....	5743
Waxahachie v. Brown, (67 Tex. 519)	4743, 4814	Webb v. Lafayette County, (67 Mo. 353).....	927, 4671, 4935
Way, <i>in re</i> , (41 Mich. 299).....	2393	Webb v. Moore, (136 Ky. 708)...	2791
Way v. Center Point, (51 Ia. 708)	634, 661, 2334	Webb v. Neal, (5 Allen Mass. 575)	2496, 5102
Waycross v. Houk, (113 Ga. 963)	3045, 5480	Webb v. New York, (64 How. Pr. 10)	505, 513
Wayland v. Hughes, (43 Wash. 441)	5081	Webb v. Ohio Gas & Fuel Co., (9 Ohio Dec. 662)	2940, 3650
Wayne v. Benoit, (20 Mich. 176)	1125	Webb v. Spokane Co., (9 Wash. 103)	2731
Wayne v. Detroit, (17 Mich. 390)	579, 1865	Webb v. Strobach, (143 Mo. App. 459).....	1380, 1382, 1982, 2861, 2865
Wayne v. Goldsmith, (141 Mich. 528)	5034	Webb City v. Parker, (103 Mo. App. 295).....	1843, 1846, 2386, 2401
Wayne v. Miller, (81 Mich. 447) 3268, 3277, 3287, 3302, 3307,	8311	Webb City, etc. Waterworks Co. v. Webb City, (78 Mo. App. 422)	2466, 3669, 3670
Wayne v. Wayne Circuit Judges, (106 Mich. 166)	1322, 1362	Webb City, etc. Waterworks Co. v. Carterville, (153 Mo. 128)	258, 4734
Wayne County Savings Bank v. Gas City Land Co., (156 Ind. 662)	4538	Webb City, etc. Waterworks Co. v. Carterville, (142 Mo. 101)	4690, 5296, 4710
Waynesboro School District, <i>in re</i> , (1 Pa. Co. Ct. R. 422)....	3148	Webb Granite, etc. Co. v. Worcester, (187 Mass. 385)....	4023, 4615, 4636
Wayzata v. Great Northern R. Co., (46 Minn. 505)	8265	Webbe v. Western Union Tel. Co., (169 Ill. 610)	3664
Wead v. Omaha, (73 Neb. 321)	5029	Webber v. Chicago, (148 Ill. 313)	764, 1737, 2233
Weadock v. Judge, etc. (156 Mich. 376)	2167	Webber v. Gottschalk, (15 La. Ann. 376)	4290
Weage v. Chicago, etc. R. Co., (227 Ill. 421)	2935, 2936	Webber v. Lockport, (43 How. Prac. 368).....	4463, 4480
Weare v. Fitchburg, (110 Mass. 334)	5622	Webber v. Toledo, (28 Ohio Cir. Ct. R. 237)	3253
Weart v. Jersey City, (41 N. J. L. 510)	4533	Webber v. Virginia, (103 U. S. 344)	1676
Weary v. State University, (42 Ia. 335)	252	Weber v. Creston, (75 Ia. 16)....	5426
Weatherby v. Melklejohn, (56 Wis. 73)	5556	Weber v. Dillon, (7 Okla. 568)...	5039
Weatherford v. Lowery, (Tex. 47 S. W. 34)	5681	Weber v. Gill, (98 Cal. 462)....	4046
Weatherhead v. Cody, (27 Ky. L. Rep. 631)	1374, 1847, 4060	Weber v. Harrisburg, (216 Pa. 117)	5512
Weatherly v. Capital City Water Co., (115 Ala. 156)	3781	Weber v. Johnson, (37 Mo. App. 601)	1421, 1482, 1485, 3959
Weatherly v. Chattanooga, (Tenn. Ch. App. 48 S. W. 136)	5083	Weber v. Lane, (99 Mo. App. 69)	2233
Weaver v. Cannon Sewer Co., (18 Colo. App. 242)	3030, 3056, 3910	Weber v. Lee, (6 Wall. U. S. 210)	2551
Weaver v. Davidson, (104 Tenn. 315)	466	Weber v. Iowa City, (119 Ia. 633)	2974, 2978
Weaver v. Devendorf, (3 Denio N. Y. 117)	1529, 5330	Weber v. San Francisco, (1 Cal. 455)	4513, 4523
Weaver v. Mount Vernon, (6 Ohio Dec. 436)	1524, 1745	Weber v. Schergans, (28 Mo. App. 587)	4437
		Weber v. Schergans, (59 Mo. 389)	4442, 4449
		Weber v. Traubel, (95 Ill. 427)	4984, 4985
		Weber v. Union Dev. & Const. Co., (118 La. 77)	5756

TABLE OF CASES.

6171

(References are to Pages.)

Webre v. Wilton, (29 La. Ann. 610)	921	Weil, <i>In re</i> , (83 N. Y. 543)...	2631, 3955, 4109, 4502
Webster v. Beaver, (54 Fed. 280)	5129, 5131, 5609	Weil v. Ricord, (24 N. J. Eq. 169)	1942, 1937
Webster v. Board of Education, (140 Cal. 331)	5080	Weil v. Schultz, (33 How. Pr. N. Y. 7)	1943
Webster v. Byrnes, (34 Cal. 273)	921	Weil, Roth & Co. v. Newbern, (148 S. W. 639)	4678, 4839, 4899
Webster v. Chicago, (83 Ill. 458)	3949, 5292	Weiland v. Ashton, (17 S. D. 621)	637
Webster v. Cunningham, (101 Mo. 642)	1791	Weill v. Baker, (39 La. Ann. 1102)	868
Webster v. Fargo, (9 N. D. 208)	4459	Weill v. Kenfield, (54 Cal. 111)	1341
Webster v. Fargo, (181 U. S. 394)	4333	Weinberg v. Augusta, (116 Ill. App. 423)	2383
Webster v. Ferguson, (95 Ark. 575)	3029	Weinckle v. New York Cent., etc. R. Co., (61 Hun, N. Y. 619)	2982
Webster v. Harwinton, (32 Conn. 131)	284, 444, 445, 784, 5326	Weinhardt v. New Orleans, (125 La. 351)	5609, 5687, 5723
Webster v. Hopewell, (19 Pa. Super. Ct. 549)	4589, 4641	Weinstein v. Newburn, (71 N. C. 535)	4951
Webster v. Lansing, (47 Mich. 192)	2452	Weinstein v. Terre Haute, (147 Ind. 306)	5677
Webster v. Lowell, (142 Mass. 324)	2995, 4253	Weis v. Madison, (75 Ind. 241)	3038, 3047, 3048, 4218, 4283, 5532, 5538, 5539, 5571, 5577, 5579
Webster v. People, (14 Ill. 365)	2311	Weisbrod v. Chicago & N. W. R. Co., (21 Wis. 602)	3326
Webster v. People, (98 Ill. 343)	4955	Weisenberg v. Appleton, (26 Wis. 56)	5734
Webster v. Reid, (11 How. U. S. 437)	2364	Weisenberg v. Winneconne, (6 Wis. 667)	5500
Webster v. Rose, (6 Helsk Tenn. 93)	1636	Weisner v. Douglas, (64 N. Y. 91)	538, 872, 4607, 4867, 4970, 4971
Webster v. Vanceburg, (130 Ky. 320)	5590, 5645	Weiss v. Herlihy, (49 N. Y. S. 81)	976, 5060
Weckler v. Chicago, (61 Ill. 152)	3086, 4050	Weiss v. Taylor, (144 Ala. 440)	1996, 2949
Wedderburn v. Detroit, (144 Mich. 684)	5689	Weiss-Chapman Dairy Co. v. People, (39 Colo. 374)	1814
Weed v. Ballston Spa., (76 N. Y. 329)	5723	Weisse v. Detroit, (105 Mich. 482)	5700, 5733
Weed v. Beach, (56 How. Pr. N. Y. 470)	2704, 2707	Weistblatt v. Bingham, (58 Misc. R. N. Y. 328)	2270
Weed v. Binghampton, (71 N. Y. S. 282)	2745	Weith v. Wilmington, (68 N. C. 24)	1369, 1422, 4862
Weed v. Boston, (172 Mass. 28)	4532	Weitzel v. Fowler, (143 Mich. 700)	5723
Weed v. Greenwich, (45 Conn. 170)	5386, 5404	Welch v. Bowen, (103 Ind. 252)	1766
Weed v. Maynard, (52 Cal. 459)	1990	Welch v. Hotchkiss, (39 Conn. 140)	2074, 2193
Weeks, <i>In re</i> , (94 N. Y. S. 468)	5137	Welch v. Mastin, (98 Mo. App. 273)	1818, 1824, 1825
Weeks v. Forman, (16 N. J. L. 237)	815, 2287, 2296	Welch v. Post, (99 Ill. 471)	873, 4829
Weeks v. Galveston, (21 Tex. Civ. App. 102)	2457, 2510, 2522	Welch v. Roanoke, (157 Ind. 398)	3887
Weeks v. Middletown, (107 N. Y. App. Div. 587)	3976	Welch v. Ste. Genevieve, (Fed. Cas. No. 17,372)	287, 683, 692, 1278, 1290, 5298
Weeks v. Milwaukee, (10 Wis. 242)	630, 1932, 3073, 4342, 4458, 4462	Welch v. St. Louis, (73 Mo. 71)	5590, 5607
Weeks v. Texarkana, (50 Ark. 81)	1152	Welch v. Stowell, (2 Doug. Mich. 332)	1890, 1930, 2107
Weeks-Thorn Paper Co. v. Glenside Woolen Mills, (64 Misc. R. N. Y. 205)	8130	Welch v. Swasey, (193 Mass. 364)	2078, 2079, 2080, 2081
Weeping Water v. Reed, (21 Neb. 261)	3202, 3268	Welch, etc. Water Co. v. Welch, (64 W. Va. 373)	4972
Weesner v. Central Nat. Bank, (106 Mo. App. 668)	944, 1049	Weld v. Gas & Electric Light Com'rs, (197 Mass. 556)	3372, 3494
Weger v. Delran, (61 N. J. L. 224)	3234	Weld v. People, (149 Ill. 257)	4347, 4351
Wegman v. Jefferson, (61 Mo. 55)	4218, 4220, 4233, 4282	Welde v. New York, (180 N. Y. 27)	3625
Welda v. Hanover Tp., (30 Pa. Super. Ct. 424)	5708	Welde v. New York, etc. R. Co., (168 N. Y. 597)	3624
Weldemeyer v. Reitch, (49 Tex. Civ. App. 166)	3256	Weldin v. Wilmington, (3 Penne-will, Del. 472)	4831
Weldman v. New York, (82 N. Y. S. 771)	5544	Weldon v. West Hoboken, (N. J. 43 Atl. 535)	4429, 4431
Welgand v. District of Columbia, (22 App. Cas. D. C. 559)	1576	Welfley v. Shenandoah, etc. Co., (83 Va. 768)	576
Weightman v. Clark, (103 U. S. 256)	795	Welker v. Hinze, (16 Ill. App. 326)	1170
Weightman v. Washington, (1 Black U. S. 39)	5161, 5589, 5629		
Weik v. Wausau, (143 Wis. 645)	4628, 4632, 4638		

(References are to Pages.)

Welker v. Potter, (13 Ohio St. 85)	804, 471, 1473, 4030, 4059
Welker v. Toledo, (18 Ohio St. 452)	1655
Weller v. Burlington, (60 Vt. 28)	5664
Weller v. Chicago, etc. Ry. Co., (164 Mo. 180)	1821, 2097, 2098
Weller v. McCormick, (47 N. J. L. 397)	1982, 2862
Weller v. McCormick, (52 N. J. L. 470)	2862
Weller v. St. Paul, (5 Minn. 95)	4015, 4017, 4462
Welles v. Battelle, (11 Mass. 477)	1380, 1383
Wellesley v. The Duke of Beaufort, (2 Russ. Chy. 21)	5111
Wellington, <i>In re</i> , (16 Pick. Mass. 87)	3331
Wellington v. Gregson, (21 Kan. 99)	5619, 5677
Wellington v. Wellington, (46 Kan. 213)	511, 513, 700, 708
Wellman v. Susquehanna Depot, (167 Pa. 239)	5708, 5774, 5775
Wells, <i>Ex parte</i> , (21 Fla. 280)	473, 690
Wells v. Atlanta, (43 Ga. 67)	3905, 5316
Wells v. Board of Education, (78 Mich. 260)	4215
Wells v. Brooklyn, (41 N. Y. S. 143)	5670
Wells v. Burbank, (17 N. H. 893)	286
Wells v. Burnham, (20 Wis. 112)	2661, 3973, 4032, 4524
Wells v. Chicago, (202 Ill. 448)	4070, 4476
Wells v. Croton-on-Hudson, (69 Misc. R. N. Y. 97)	2901
Wells v. Gallagher, (144 Ala. 863)	5763
Wells v. Jackson Iron Mfg. Co., (48 N. H. 491)	587, 590
Wells v. Lisbon, (21 N. D. 34)	5604, 5753
Wells v. McLaughlin, (17 Ohio 99)	3899
Wells v. Missouri Pacific R. R., (110 Mo. 286)	1608
Wells v. Mount Olivet, (31 Ky. L. Rep. 576)	1587, 2043, 2355
Wells v. Mount Olivet, (126 Ky. 131)	1269, 1270
Wells v. New York, (60 N. Y. S. 802)	5670
Wells v. People, (71 Ill. 532)	280, 5084
Wells v. Pontotoc County, (102 U. S. 625)	873
Wells v. Pressy, (105 Mo. 164)	1848, 2527
Wells v. Raymond, (201 Ill. 435)	3949, 4039, 4296, 4560, 4561
Wells v. Rahway Rubber Co., (19 N. J. Eq. 402)	1298
Wells v. Salina, (119 N. Y. 280)	4577, 4579
Wells v. Savannah, (107 Ga. 1)	4972
Wells v. Savannah, (181 U. S. 531)	5012
Wells v. Savannah, (87 Ga. 397)	5008
Wells v. Sioux Falls, (16 S. D. 547)	4676, 4692
Wells v. Torrey, (144 Mich. 689)	2276
Wells v. Weston, (22 Mo. 384)	1434, 1435, 2210, 2253, 4948
Wells v. Wood, (114 Cal. 255)	4100, 4521, 4522
Wells Ave., <i>In re</i> , (4 N. Y. S. 301)	3041
Wells Fargo & Co. v. Dayton, (11 Nev. 161)	5364, 5365
Wellsborough v. New York, etc. R. Co., (76 N. Y. 182)	4853
Wellston v. Morgan, (59 Ohio St. 147)	2726
Wellston v. Morgan, (65 Ohio St. 219)	2569, 2570, 2609, 2726, 2747
Wellsville v. O'Connor, (24 Ohio Cir. Ct. R. 689)	1483, 2162
Wellsville v. Seyler, (80 Kan. 798)	2327
Welsh v. Beaver Falls, (186 Pa. St. 578)	1643, 3322
Welsh v. Lansing, (111 Mich. 589)	5713
Welsh v. Rudland, (56 Vt. 228)	5069, 5395, 5401
Welsh v. St. Louis, (73 Mo. 71)	1470, 5491
Welsh v. Shumway, (232 Ill. 54)	355
Welsh v. Wilson, (101 N. Y. 254)	2385, 2386
Welton v. Missouri, (91 U. S. 275)	1665, 1675, 1676, 1679
Welty v. County Court of Barbour County, (46 W. Va. 460)	5285
Wendel v. Board of Education, (76 N. J. L. 499)	3083
Wendell v. Pierce, (13 N. H. 502)	5225
Wendell v. Troy, (39 Barb. N. Y. 329)	5490
Wendler v. People's House Furnishing Co., (165 Mo. 527)	1466, 1822, 1851, 2073
Wenk v. New York, (171 N. Y. 607)	5176, 5322, 5370
Wentink v. Board of Chosen Freeholders, (66 N. J. L. 65)	2749
Wentworth v. Pittsfield, (73 N. H. 358)	5707
Werneberg, Sheehan & Co. v. Pittsburg, (210 Pa. St. 267)	4172
Werner, <i>In re</i> , (129 Cal. 567)	256, 269, 270
Werner v. Galveston, (72 Tex. 22)	4989
Werner v. Rochester, (28 N. Y. S. 226)	5128
Werner v. Rochester, (77 Hun. N. Y. 33)	5133
Werth v. Springfield, (22 Mo. App. 12)	4225
Werth v. Springfield, (78 Mo. 107)	1812, 3973, 4059, 4221, 4222, 4233, 4234, 4241
Werthelmer v. Boonville, (29 Mo. 254)	2426, 2447
Werthelmer v. Howard, (30 Mo. 420)	1193
Wesch v. Detroit, (107 Mich. 149)	1119, 1151
Wesley v. Detroit, (117 Mich. 658)	5696
Wesley v. Sargent, (38 Me. 315)	590
Wesson v. Collins, (72 Miss. 844)	1145, 1733
Wesson v. Mount Vernon, (98 Fed. 804)	4913
Wesson v. Saline County, (73 Fed. 917)	4901
West v. Bancroft, (32 Vt. 367)	2789, 2841
West v. Berry, (98 Ga. 402)	2753
West v. Chehalis, (12 Wash. 369)	4739

TABLE OF CASES.

6173

(References are to Pages.)

West v. Columbus, (20 Kan. 638) 569, 575, 1494, 1816, 1830, 2813, 2333, 2346, 2432	West Homestead, <i>In re</i> , (31 Pitts Leg. J. (N. S.) 177) 331
West v. Eau Claire, (89 Wis. 31) 5142, 5728, 5746	West Homestead v. Erbeck, (230 Pa. St. 316) 4175
West v. Lynn, (110 Mass. 514) .. 5690	West Jersey Traction Co. v. Board of Public Works, (56 N. J. L. 431) 1104, 1110
West v. Mount Sterling, (23 Ky. L. Rep. 1670) 2261	West Jersey Traction Co. v. Camden Horse R. Co., (52 N. J. Eq. 452) 3426, 3617
West v. New York, (10 Paige N. Y. 539) 1724, 2447	West Jersey Traction Co. v. Camden Horse R. Co., (53 N. J. Eq. 163) 3428
West v. Newport News, (104 Va. 21) 4993, 5026, 5027	West Jersey Traction Co. v. Camden, (56 N. J. L. 431) 3423
West v. Porter, (89 Mo. App. 150) 4489	West Jersey Traction Co. v. Camden, (58 N. J. L. 536) 3429
West v. Utica, (71 Hun, N. Y. 540) 5318	West Jersey Traction Co. v. Shivers, (58 N. J. L. 124) 3426, 3437
West v. Utica, (71 Hun, N. Y. 540) 1113, 1136	West Kentucky Tel. Co. v. Pharis, (25 Ky. L. Rep. 1838) 5631, 5678, 5750
West v. White Bear, (107 Minn. 237) 2865	West Missouri Land Co. v. Kan- sas City, etc. R. R., (161 Mo. 595) 364
West Bend v. Munch, (52 Ia. 132) 270, 778	West One Hundred and Fifty First St., <i>In re</i> , (123 N. Y. S. 343) 2998, 4246, 4260
West Boston Bridge Co. v. Mid- dlesex County Com'rs, (10 Pick. Mass. 270) 3140	West Orange Tp. v. Field, (37 N. J. Eq. 600) 5571, 5577
West Chester v. Apple, (35 Pa. 284) 5635	West Philadelphia Pass. R. Co. v. Philadelphia & W. Turn- pike Rd., (186 Pa. St. 459) 3494
West Chester v. Postal Tel. Cable Co., (38 Pa. Super. Ct. 603) 2228	West Philadelphia, <i>In re</i> , (5 Watts & S. Pa. 281) 631
West Chester v. West Chester Street R. Co., (203 Pa. 201) 3460	West Philadelphia Title & Trust Co. v. Olympia, (19 Wash. 150) 4762
West Chicago Masonic Assn. v. Cohn, (192 Ill. 210) 1753	West Pittson v. Dymond, (8 Kulp. Pa. 12) 2222, 2436
West Chicago Park Comrs. v. Baldwin, (162 Ill. 87) 4369	West Plains Tp. v. Sage, (69 Fed. 943) 4823, 4826, 4835, 4917
West Chicago Park Com'rs v. Carmody, (139 Ill. App. 635) 2677, 2698	West Point v. Bland, (106 Va. 792 3222, 3244, 3251, 3261
West Chicago Park Com'rs v. Chicago, (152 Ill. 392) 267, 4488	West River Bridge Co. v. Dix, (6 How. U. S. 507) 897, 3136
West Chicago Park Com'rs v. Chicago, (216 Ill. 54) 4620	West Roxbury v. Minot, (114 Mass. 546) 4540
West Chicago Park Com'rs v. Farber, (171 Ill. 146) 2785, 4074, 4327, 4404, 4413, 4427, 4527	West Roxbury v. Stoddard, (7 Allen 89 Mass. 158) 282, 2169
West Chicago Park Com'rs v. Kincade, (64 Ill. App. 113) 4183	West Seattle v. West Seattle Land, etc. Co., (38 Wash. 359) 1997, 2881, 2931
West Chicago Park Com'rs v. McMullen, (134 Ill. 170) 474	West Springfield v. West Spring- field Aqueduct Co., (167 Mass. 128) 3839
West Chicago Park Comrs. v. Schillinger, (117 Ill. App. 525) 4021	West Springfield, etc. St. R. Co. v. Bodurtha, (181 Mass. 583) .. 3506
West Chicago Park Com'rs v. Sweet, (167 Ill. 326) 4427, 4528	West Third St. Sewer, <i>In re</i> , (187 Pa. St. 565) 4406
West Chicago Park Com'rs v. Western Union Tel. Co., (103 Ill. 33) 2539, 3109, 3901	West Union v. Richey, (64 App. Div. N. Y. 156) 2814
West Chicago R. Co. v. People, (155 Ill. 299) 4065, 4437	West Washington St., (41 Pa. Super Ct. 45) 4357
West Chicago St. R. Co. v. Peo- ple, (156 Ill. 18) 4308	Westberg v. Kansas City, (64 Mo. 493) 1046, 1072, 1128, 1235
West Conshohocken v. Consho- hocken E. L. & P. Co., (29 Pa. Super. Ct. 7) 3560, 1828	Westbrook v. Deering, (63 Me. 231) 809, 858
West Covington v. Freking (8 Bush Ky. 121) 2818	Westbrook v. Middlecoff, (99 Ill. App. 327) 2624, 5346, 5366
West Duluth v. Norton, (57 Minn. 72) 4216	Westchester v. Davis, (7 Hun, N. Y. 647) 2527
West End v. Eaves, (152 Ala. 324) 3193, 3222, 3309	Westcott v. Boston, (186 Mass. 540) 5571
West End v. State, (138 Ala. 295) 333, 335 5246	Westcott v. Middleton, (43 N. J. Eq. 478) 1914
West End R. Co. v. Atlantic St. R. Co., (49 Ga. 151) 3421	Westenhaver v. Hoytsville, (28 Ohio Cir. Ct. R. 357) 4380
West Farms Road, <i>In re</i> , (95 N. Y. S. 94) 4231, 4255, 4382	Westerly Waterworks v. Wes- terly, (75 Fed. 181) 3414
West Hartford v. Hartford Water Com'rs, (44 Conn. 360) 2464, 2557	
West Hartford v. Hartford Water Com'rs, (68 Conn. 323) 3576, 3858	

(References are to Pages.)

Westerly Waterworks Co. v. Westerly, (80 Fed. 611)	3817	Western Union Tel. Co. v. Philadelphia, (Pa. 1888, 12 Atl. 144)	2231
Western College v. Cleveland, (12 Ohio St. 375)	388, 540, 5067, 5465	Western Union Tel. Co. v. Polhemus, (178 Fed. 904)	3653
Western Maryland R. Co. v. Baltimore, (106 Md. 561)	593, 607	Western U. Tel. Co. v. Richmond, (178 Fed. 310)	3536, 3541, 3563
Western National Bank, Appeal of, (102 Pa. 171)	867, 869	Western Union Tel. Co. v. Richmond, (32 Sup. Ct. U. S. 449)	3544, 3545, 3560
Western New York & P. T. Co. v. Stillman, (128 N. Y. S. 363)	2921	Western Union Tel. Co. v. Richmond, (25 Gratt. Va. 1)	226, 1674
Western New York & P. T. Co. v. Stillman, (68 Misc. R. N. Y. 456)	2920, 2921, 2922	Western Union Tel. Co. v. State, (82 Ark. 309)	1688
Western Pennsylvania R. Co. v. Allegheney, (92 Pa. St. 100)	4505	Western Union Tel. Co. v. State, (55 Tex. 314)	1674
Western Pav., etc. Co. v. Citizens St. R. Co., (128 Ind. 525)	2758, 2759, 3462	Western Union Tel. Co. v. Superior Court, (Wash. 115 Pac. 1091)	3384, 3417, 3523
Western Ry. of Alabama v. Alabama G. T. R. Co., (96 Ala. 272)	3608	Western Union Tel. Co. v. Taggart, (163 U. S. 1)	1686
Western, etc. R. Co. v. Hix, (104 Ga. 11)	1843	Western Union Tel. Co. v. Texas, (105 U. S. 460)	1685, 1690
Western, etc. R. Co. v. King, (70 Ga. 261)	1849	Western Union Tel. Co. v. Toledo, (108 Fed. 746)	3477, 3504
Western, etc. R. Co. v. Young, (81 Ga. 897)	1814, 1849, 2087, 2089, 2099	Western Union Tel. Co. v. Van Cleve, (107 Ky. 464)	3657
Western, etc. R. Co. v. Young, (83 Ga. 512)	849	Western Union Tel. Co. v. Winnsboro, (71 S. C. 231)	2246
Western Saving Society v. Philadelphia, (31 Pa. St. 175)	206, 396, 843, 1610, 1631, 2089, 2723, 2759, 2763, 3902, 5519	Western Union Tel. Co. v. Williams, (86 Va. 896)	3642
Western Springs v. Hill, (177 Ill. 634)	3920, 4010, 4351	Western Union Tel. Co. v. Willsa, (149 Cal. 744)	3370, 3518
Western Town Lot Co. v. Lane, (7 S. D. 1)	4771, 5031	Westfall v. Hunt, (80 Ind. 174)	3232
Western Union Tel. Co. v. Attorney-General of Massachusetts, (125 U. S. 530)	1684, 1687, 3560	Westfield v. Coventry, (71 Vt. 175)	855, 853
Western Union Tel. Co. v. Call Pub. Co., (181 U. S. 92)	3586, 3590	Westfield v. Tloga, (150 Pa. St. 152)	2783
Western Union Tel. Co. v. Call Pub. Co., (44 Neb. 326)	3589, 3590	Westgate v. Carr, (43 Ill. 450)	1865, 1874, 2341
Western Union Tel. Co. v. Eyser, (2 Colo. 141)	5739	Westlake Ave., <i>In re</i> , (40 Wash. 114)	4342, 4346, 4385, 4387, 4404, 4448
Western Union Tel. Co. v. Fremont, (39 Neb. 692)	1674, 2262	Westlake & Button v. St. Louis, (77 Mo. 47)	3781, 5202
Western Union Tel. Co. v. Gillis, (97 Ark. 226)	3657	Westminster v. Bernardston, (8 Mass. 104)	1274
Western Union Tel. Co. v. Guernsey & Scudder Light Co., (46 Mo. App. 120)	522, 3394, 3401	Westminster Heights, <i>In re</i> , (95 N. Y. S. 247)	4425
Western Union Tel. Co. v. Hill, (163 Ala. 18)	3657	Westminster Water Co. v. Westminster, (98 Md. 551)	1631, 2585, 2727, 2728, 3674, 4714
Western Union Tel. Co. v. Hopkins, (160 Cal. 106)	3370, 3384, 3467	Weston v. Amesbury, (173 Mass. 81)	702
Western Union Tel. Co. v. Kreuger, (80 Ind. App. 28)	2862	Weston v. Charleston, (Harp. S. C. 340)	5007
Western Union Tel. Co. v. McGuire, (104 Ind. 130)	3657	Weston v. Charleston, (2 Pet. U. S. 449)	5007
Western Union Tel. Co. v. McMillan, (Tex. 30 S. W. 298)	3663	Weston v. Sampson, (8 Cush. Mass. 347)	1392
Western Union Tel. Co. v. Mayer, (28 Ohio St. 521)	1674	Weston v. Syracuse, (82 Hun. N. Y. 67)	2769, 4191
Western Union Tel. Co. v. Missouri, (190 U. S. 412)	1687	Weston v. Syracuse, (158 N. Y. 274)	1532, 1681, 1712, 2711, 4135, 4148, 4151, 4168, 4173, 4192, 4687
Western Union Tel. Co. v. Myatt, (98 Fed. 335)	3732	Westport v. Kansas City, (103 Mo. 141)	398, 603, 609, 638, 767, 771, 772, 774, 1802, 1807
Western Union Tel. Co. v. New Hope, (187 U. S. 419)	1683, 3561, 3562	Westport v. McGee, (128 Mo. 152)	667, 5018, 5038
Western Union Tel. Co. v. New York, (38 Fed. 552)	1694, 3547	Westport v. Mastin, (62 Mo. App. 647)	4427, 4444, 4445
Western Union Tel. Co. v. Pendleton, (2 U. S. 347)	1690, 1694	Westport v. Mulholland, (159 Mo. 86)	1986, 2900
Western Union Tel. Co. v. Perry, (56 So. 824)	3657	Westphal v. New York, (70 N. Y. S. 1021)	5516
		Westphal v. New York, (34 Misc. Rep. N. Y. 684)	822
		Westphal v. New York, (75 App. Div. N. Y. 252)	822
		Wetherell v. Devine, (116 Ill. 631)	255, 841, 850, 4968, 5121

TABLE OF CASES.

6175

(References are to Pages.)

Wetherill v. Pennsylvania R. Co., (195 Pa. 156)	3004	Wheaton v. Hadley, (80 Ill. App. 564)	5738
Wethington v. Owensboro, (21 Ky. L. Rep. 960)	1782, 1797	Wheaton v. Hadley, (131 Ill. 640)	5720
Wetmore v. Board of Education, (86 Mo. App. 362)	1006, 1124	Wheaton Building, etc. Co. v. Boston, (204 Mass. 218)	2676, 2677, 2679, 2698
Wetmore v. Campbell, (2 Sandf. N. Y. 341)	4352, 4542	Wheeler, Appeal of, (80 N. Y. S. 204)	4455
Wetmore v. Chicago, (206 Ill. 367)	4072	Wheeler, <i>In re</i> , (115 N. Y. S. 605)	3494
Wetmore v. Elizabeth, (41 N. J. L. 152)	4533	Wheeler v. Aberdeen, (45 Wash. 63)	5463
Wetmore v. Fiske, (15 R. I. 354)	2022	Wheeler v. Aberdeen, (47 Wash. 405)	5401
Wetmore v. Oakland, (99 Cal. 146)	4815, 4872	Wheeler v. Bloomington, (105 Ill. App. 97)	4262
Wetmore v. Parker, (52 N. Y. 450)	2490	Wheeler v. Boone, (108 Ia. 235)	2040, 5648
Wetmore v. Story, (22 Barb. N. Y. 414)	816, 1328, 1329, 1330, 1496, 2937	Wheeler v. Chicago, (57 Ill. 415)	4431, 4440
Wettengel v. Denver, (20 Colo. 552)	2024, 2378, 2393	Wheeler v. Cincinnati, (19 Ohio St. 19)	5400, 5414
Wetumpka v. Wetumpka Wharf Co., (63 Ala. 611)	873, 1459, 4883	Wheeler v. Commonwealth, (98 Ky. 59)	1017, 1311, 1314, 1332
Wetumpka v. Winter, (29 Ala. 651)	872, 4928	Wheeler v. Essex Public Road Board, (39 N. J. L. 291)	5439
Wetzell v. Paducah, (117 Fed. 647)	4664, 4869, 4902	Wheeler v. Fort Dodge, (131 Ia. 566)	1997, 2891, 5448, 5639, 5663, 5765
Wewell v. Cincinnati, (45 Ohio St. 407)	4020, 4021, 4389, 4390, 4501	Wheeler v. Miller, (16 Cal. 124)	512
Wey v. Salt Lake City, (35 Utah, 504)	4418, 5014	Wheeler v. New Orleans Fire Com'rs, (46 La. Ann. 731)	939
Weyauwega v. Ayling, (99 U. S. 112)	4929	Wheeler v. New York, (122 N. Y. S. 627)	4131
Weyl v. Sonoma Val. R. Co., (69 Cal. 202)	3608, 8788	Wheeler v. People, (153 Ill. 480)	4065, 4437
Weyler v. Gibson, (110 Md. 636)	2938	Wheeler v. Philadelphia, (77 Pa. St. 338)	206, 315, 391, 426, 427, 462, 474, 372, 1533, 3874, 4610
Weymouth v. New Orleans, (40 La. Ann. 344)	5510	Wheeler v. Plattsburgh, (7 Neb. 270)	4334, 4822
Weymouth v. Sanborn, (43 N. H. 171)	954	Wheeler v. Plymouth, (116 Ind. 158)	5418, 5485, 5640, 5641
Weymouth, etc. Fire Dept. v. County Com'rs., (108 Mass. 142)	699	Wheeler v. Poplar Bluff, (149 Mo. 36)	1395, 2571, 2623, 4015, 4026, 4042, 4044
W. F. Stewart v. Flint, (147 Mich. 697)	4136	Wheeler v. Roberts, (7 Cow. N. Y. 536)	1788
Whalen v. Bates, (19 R. I. 274)	5129	Wheeler v. Sault Ste. Marie, (164 Mich. 338)	781, 2579
Whalen v. Citizens' Gas Light Co., (151 N. Y. 70)	5751	Wheeler v. Troy, (20 N. H. 77)	5593
Whalen v. Keith, (35 Mo. 87)	1965, 1969	Wheeler v. Worcester, (10 Allen, Mass. 591)	3050, 5555, 5560
Whalen v. La Crosse, (16 Wis. 271)	4192	Wheeler v. Zanesville, (3 Ohio Cir. Ct. 596)	4408
Whalen v. Macomb, (76 Ill. 49)	689, 841, 1490, 1511, 1517, 1834	Wheeler Ave. Sewer, <i>In re</i> , (214 Pa. St. 504)	4013
Whaley v. Commonwealth, (110 Ky. 154)	4992	Wheeling v. Black, (25 W. Va. 266)	1058, 1186, 1190, 1816
Whaples v. Waukegan, (179 Ill. 810)	4077	Wheeling v. Campbell, (12 W. Va. 36)	2972
Whaples v. Waukegan, (95 Ill. App. 29)	4075, 4235	Wheeling v. Hawley, (18 W. Va. 472)	5026
Wharf Case, (3 Bland, Md. 361)	888	Wheeling Gas Co. v. Wheeling, (8 W. Va. 320)	3827
Wharton v. Bradford City, (209 Pa. 319)	5548	Wheeling, etc. R. Co. v. Triadelphia, (58 W. Va. 487)	1728, 3504, 3505, 3508, 3769, 5211
Wharton v. Greensboro, (146 N. C. 356)	880, 2745, 88, 4690, 4705, 4825	Wheelock, <i>In re</i> , (51 Hun. N. Y. 640)	3034
Wharton v. School Directors, (42 Pa. St. 358)	5074	Wheelock, <i>In re</i> , (121 N. Y. 644)	3906
Whealy v. Imlay City, (161 Mich. 499)	5472, 5486	Wheelock v. Lowell, (196 Mass. 220)	1332, 2479, 4590, 4596, 5372
Wheat v. Alexandria, (88 Va. 742)	3538	Wheelock v. McDowell, (20 Neb. 160)	1122
Wheat v. St. Louis, (179 Mo. 572)	5738, 5749, 5750	Wheelwright v. Boston, (188 Mass. 521)	4589
Wheat v. Van Tine, (149 Mich. 314)	1343, 4133	Whelen, Appeal of, (108 Pa. St. 162)	4862, 4935
Wheatland v. Boston, (202 Mass. 258)	5034	Whelen v. Cassidy, (64 Neb. 503)	669
Wheatland v. Taylor, (29 Hun. N. Y. 70)	4610	Wheelss v. St. Louis, (90 Mo. App. 106)	4158
Wheatley v. Covington, (11 Bush. Ky. 18)	5085, 5088		

(References are to Pages.)

Whidden v. Drake, (5 N. H. 13).	5225	White v. Jefferson, (110 Minn. 276)	3013
Whitehart v. Redfield, (87 N. Y. S. 789)	3360	White v. Kent, (11 Ohio St. 550)	2321
Whipple v. Henderson, (13 Utah 484)	1010	1600, 1925, 1998, 2131, 2167, 2278,	1114
Whipple v. McIntyre, (69 Mo. App. 397)	1952	White v. Levant, (78 Me. 568)	4544
Whipple v. Toledo, (29 Ohio Cir. Ct. Rep. 42)	3987, 3994	White v. McGrew, (129 Ind. 83)	3927
Whitaker v. Smith, (81 N. C. 340)	955	White v. McKeesport, (101 Pa. St. 394)	5047
Whitbeck v. Hudson, (50 Mich. 86)	4532	White v. Manistee, (105 Mich. 608)	5498
Whitby v. Harrison, (18 Up. Can. Q. B. 603)	570	White v. Marshfield, (48 Vt. 20)	3822
Whitcher v. Somerville, (138 Mass. 454)	5608	White v. Meadville, (177 Pa. St. 643)	5138
Whitcomb, <i>In re</i> , (120 Mass. 118)	1355	202) 1643, 3805, 3821,	3326
Whitcomb v. Boston, (192 Mass. 211)	4426	White v. Mitchell, (11 Cal. App. 202)	1591
Whitcomb v. Houston, (Tex. Civ. App. 130 S. W. 215)	3450	White v. Moore, (123 N. Y. S. 1012)	2442
Whitcomb v. Springfield, (3 Ohio Cir. Ct. 244)	1918, 1942	White v. Morley, ([1899] 2 Q. B. 34)	5717
White, <i>In re</i> , (43 Fed. 913)	1677	White v. Neptune City, (56 N. J. L. 222)	2603
White, <i>Ex parte</i> , (67 Cal. 102)	2169	2306, 2307, 2314, 2320, 2440,	5486
White, <i>In re</i> , (43 Minn. 250)	2230	White v. New Bern, (146 N. C. 447)	1061
White v. Alabama Insane Hospital, (138 Ala. 479)	5105	White v. New Orleans, (15 La. Ann. 667)	3612
White v. Alton, (149 Ill. 626)	2717, 4035, 4057, 4309, 4311, 4474, 4475,	White v. New York, (44 N. Y. S. 454)	4459
White v. Atlanta, (134 Ga. 532)	4649	White v. New York, (4 E. D. Smith, N. Y. 563)	5284
White v. Ballard, (19 Wash. 284)	5426, 5708,	White v. Northwestern, etc. R. Co., (113 N. C. 610)	5751
White v. Bayonne, (49 N. J. L. 311)	1421, 4057,	White v. People, (94 Ill. 604)	5486
White v. Blanchard Bros. Granite Co., (178 Mass. 363)	3634	White v. People, (222 Ill. 9)	5399
White v. Boston, (122 Mass. 491)	5711	White v. Philadelphia, (223 Pa. St. 563)	347
White v. Bradley, (66 Me. 254)	3283, 3289	White v. Philadelphia, (201 Pa. 512)	5630
White v. Brownell, (4 Abb. Prac. N. S. N. Y. 162)	272	White v. Phillipston, (10 Met. Mass. 108)	4575
White v. Buffalo, (1 Shield N. Y. 180)	4001	White v. Quana, (Tex. Civ. App. 1894, 27 S. W. 839)	3130
White v. Buffalo, (112 N. Y. S. 485)	5553	White v. Quincy, (97 Mass. 430)	4478
White v. Buffalo, (115 N. Y. S. 1021)	5447	White v. Rahway, (11 Fed. 853)	2091
White v. Charleston, (2 Hill. Law S. C. 571)	1892, 1893,	White v. Romney, (W. Va. 73 S. E. 323)	5498
White v. Chatfield, (116 Minn. 371)	4821, 4844, 4886, 4902, 4920,	White v. Saginaw, (67 Mich. 33)	5675
White v. Chicago, (188 Ill. 392)	4472, 4474	4030, 4471,	3300
White v. Chowan, (90 N. C. 437)	273, 5629	White v. St. Louis, etc. Ry. Co., (44 Mo. App. 540)	5102
White v. Clarksville, (75 Ark. 340)	1379	White v. San Antonio, (94 Tex. 313)	950
White v. Clements, (39 Ga. 274)	936	White v. San Antonio, (Tex. 25 S. W. 1131)	2043
White v. Decatur, (119 Ala. 476)	4595, 4597, 4626,	White v. Smith, (37 Mich. 291)	346
White v. Flannigan, (1 Md. 525)	4921	3280,	5455
White v. Fleming, (114 Ind. 560)	2939, 3270	White v. South Parish, (13 Met. Mass. 506)	2056
White v. Forsyth, (136 Ga. 634)	5089	White v. State, (44 Ala. 409)	5688
White v. Foxborough, (151 Mass. 28)	4271	White v. State, (99 Ga. 16)	2318
White v. Fuller, (38 Vt. 193)	513	White v. State, (69 Ind. 273)	3105
White v. Gay, (9 N. H. 126)	622	White v. Sullivan County, (129 Ind. 396)	4553
White v. Godfrey, (97 Mass. 472)	2002, 2864,	White v. Tallman, (26 N. J. L. 67)	2056
White v. Gove, (183 Mass. 333)	4379	1004, 1399, 1549, 1552, 1561,	5688
White v. Harris, (116 Cal. 470)	3980	White v. Trinidad, (10 Colo. App. 327)	2318
White v. Inebriates Home for Kings County, (141 N. Y. 123)	534, 5095	White v. Washington, (2 Cranch C. C. 337)	3105
		White v. Yazoo, (27 Miss. 357)	4553
		8039,	2252
		White's Estate, <i>In re</i> , (19 Phila. 106)	3972
		White Oak Coal Co. v. Manchester, (109 Va. 749)	
		White Plains, (65 App. Div. N. Y. 417)	

TABLE OF CASES.

6177

(References are to Pages.)

White Plains Presbyterian Church, <i>In re</i> , (98 N. Y. S. 63) 4422,	4428
White River Sav. Bank v. Superior, (148 Fed. 1).....	4793
Whitefield v. Hipple, (11 Ky. L. Rep. 386)	4150, 4844
Whitehall v. Meaux, 8 Ill. App. 182)	2839
Whitehead v. Board of Education, (139 Mich. 490) ..	985, 5075, 5380
Whitehead v. Manor Boro, (23 Pa. Super. Ct. 314)	4262
Whitehouse v. American Surety Co., (117 Ia. 328)	4209
Whitehouse v. Staten Island Water Supply Co., (91 N. Y. S. 544)	3573
Whiteside v. People, (26 Wend. N. Y. 634)	1318, 1320
Whiteside v. School Dist., (20 Mont. 44)	2555
Whiteside v. United States, (93 U. S. 247)	2622
Whitestown, <i>In re</i> , (53 N. Y. S. 397)	3111
Whitewright v. Taylor, (23 Tex. Civ. App. 486)	5648
Whitfield v. Carrollton, (50 Mo. App. 98)	5449
Whitfield v. Longest, (6 Ired. 28 N. C. 268)	1431, 1432, 1553, 2053, 2057, 2410
Whitfield v. Meridian, (66 Miss. 570)	5605, 5612, 5726
Whitfield v. Paris, (84 Tex. 431) ..	5065
Whiting v. Boston, (106 Mass. 89)	5362
Whiting v. Dood, (152 Ind. 157) ..	1870, 2040, 2349
Whiting v. Mt. Pleasant, (11 Ia. 482)	310, 370, 634, 638, 1483
Whiting v. New Baltimore, (127 Mich. 66)	3457
Whiting v. Potter, (2 Fed. 517) ..	4852, 4869
Whiting v. Story, (54 Ia. 81)	2554
Whiting v. West Point, (88 Va. 905)	5011
Whitley v. Atlanta, (7 Ga. App. 445)	2417, 2452
Whitley v. Oshkosh, (106 Wis. 87)	5692
Whitling v. Sheboygan, etc. R. Co., (25 Wis. 167)	382
Whitlock v. Castro, (22 Tex. 108) ..	362
Whitlock v. West, (26 Conn. 406) ..	1553, 1733, 1735, 2053, 2054
Whitlock Ave., <i>In re</i> , (64 N. Y. S. 717)	4385, 4388, 4464
Whitlock Ave., <i>In re</i> , (178 N. Y. 421)	4484
Whitman v. Lewiston, (97 Me. 519)	5754
Whitman v. Hubbell, (42 Fed. 633)	2005
Whitmier v. Buffalo, (118 Fed. 733)	2015
Whitmore v. New York, (67 N. Y. 21)	408, 1119
Whitmore v. Terrytown, (137 N. Y. 409)	4238
Whitney v. Blanchard, (2 Gray Mass. 208)	1780, 1782
Whitney v. Commonwealth, (190 Mass. 531)	2540
Whitney v. Hudson, (69 Mich. 189)	1292, 1305, 1306, 1333, 1347, 1364, 2632, 2676, 4344, 4345, 4403
Whitney v. Milwaukee, (57 Wis. 639)	5627

6 McQ.—53.

Whitney v. New Haven, (58 Conn. 450)	1265, 1322, 1352, 1724, 4640, 5195, 5347
Whitney v. New York, (6 Abb. N. C. 329)	841
Whitney v. New York, (28 Barb. N. Y. 233)	1535
Whitney v. New York, (1 Paige N. Y. 548)	4288, 4292, 5196
Whitney v. New York, (7 J. & S. 39 N. Y. Super. Ct. 106)	1157
Whitney v. Patrick, (120 N. Y. S. 550)	5321, 5323
Whitney v. Pittsburgh, (147 Pa. St. 351)	4090
Whitney v. Port Huron, (88 Mich. 268)	1503, 5127
Whitney v. Stow, (111 Mass. 363) ..	278, 533, 699, 5073, 5074
Whitney v. Toledo, (29 Ohio Cir. Ct. R. 74)	3650
Whitney v. Van Buskirk, (40 N. J. L. 463)	1018, 1021, 1032, 1205, 1345, 1349
Whitsett v. Union Depot & R. Co., (10 Colo. 243)	2982, 2985, 2990, 3001, 3006, 3943, 4301
Whitson v. Franklin, (34 Ind. 392)	1441, 1818, 2087, 2090, 2335, 2336, 2412
Whitt v. Gadsden, (160 Ala. 271) ..	2804
Whittaker v. Deadwood (12 S. D. 608)	4078, 4222, 4241
Whittaker v. Deadwood, (23 S. D. 538)	4015, 4063, 4070, 4418, 4419
Whittaker v. Ferguson, (16 Utah, 240)	3251
Whittaker v. Venice, (150 Ill. 195)	613, 658
Whittemore v. Sills, (76 Mo. App. 248)	4149
Whitten v. Covington, (43 Ga. 421)	2276
Whitten v. Haverhill, (204 Mass. 95)	4307, 5529, 5550
Whittier v. Varney, (10 N. H. 291)	1379
Whittington, <i>Ex parte</i> , (34 Ark. 394)	5293
Whitton v. State, (37 Miss. 379) ..	2397
Whitwell, <i>Ex parte</i> , (98 Cal. 73) ..	1912, 1941
Whitworth v. Webb City, (204 Mo. 579)	1397, 3909, 4039, 4044, 4046, 4097
Whyte v. Kansas, (22 Mo. App. 409)	3151
Whyte v. Nashville, (3 Swan. Tenn. 364)	344, 1447, 1601, 3909, 3911
Wichita v. Coggschall, (3 Kan. App. 540)	5604
Wichita v. Missouri & K. Tele phone Co., (70 Kan. 441) ..	3381, 3400, 3543
Wichita v. Murphy, (78 Kan. 859) ..	1791
Wichita v. Old Colony Trust Co., (132 Fed. 641)	3495
Wichita Electric Co. v. Hinckley, (Tex. Civ. App. 131 S. W. 1192)	2245
Wichita Falls v. Skeen & Smith, (13 Tex. Civ. App. 632)	2712
Wichita & Western Ry. Co. v. Fechheimer, (36 Kan. 45) ..	523, 3339
Wichman v. Placerville, (147 Cal. 162)	4816
Wick St., <i>In re</i> , (184 Pa. St. 93) ..	4366
Wickham v. Page, (49 Mo. 526) ..	1210
Wickham v. Twaddell, (25 Pa. Super. Ct. 138)	2939
Wickson, <i>Ex parte</i> , (Tex. Crim. App. 47 S. W. 643)	1871

(References are to Pages.)

Widman Investment Co. v. St. Joseph, (191 Mo. 459)	3101	Wilder v. Aurora De K. & R. Electric Traction Co., (316 Ill. 492)	3199,
Wider v. East St. Louis, (55 Ill. 133).....	410, 527, 532, 978, 4283,	2402, 2427, 2472, 2606,	2621
Wiedwald v. Dodson, (95 Cal. 450)	635	Wilder v. Chicago, (26 Ill. 182)	1011, 1166
Wiemer v. Louisville Water Co., (130 Fed. 251)	3574, 3579, 5655	Wilder v. Cincinnati, (1 Ohio N. P. 347)	3954
Wier's Appeal, (74 Pa. St. 320) ..	2085	Wilder v. Cincinnati, (26 Ohio St. 284)	4451
Wier v. Bush, (4 Litt. Ky. 429) ..	1058	Wilder v. Concord, (72 N. H. 259)	5592, 5634
Wiesenthal v. Atlantic City, (72 N. J. L. 184)	1745	Wilder v. De Cou, (26 Minn. 10)	2946
Wiggin v. Freewill Baptist, (6 Meto. Mass. 301)	1820	Wilder v. New Orleans, (67 Fed. 567)	5161
Wiggin v. Lewiston, (8 Idaho, 527)	765	Wilder v. New Orleans, (27 Fed. 843)	4774
Wiggin v. Manchester, (72 N. H. 676)	952, 1014, 1162, 1646	Wilder v. St. Paul, (12 Minn. 192)	2979, 3235, 3241, 3281, 3292, 3239
Wiggin v. New York, (9 Paige N. Y. 16)	322, 1511, 4061, 4282, 4292, 4432	Wilder & Co. v. Savannah, (70 Ga. 769)	2262
Wiggin v. St. Louis, (135 Mo. 558)	1471, 5655, 5667	Willey v. School Dist. (25 Mich. 419)	4172
Wiggins v. Chicago, (68 Ill. 372) ..	2229, 2242, 2292, 2310, 2316, 2408, 2415, 2419, 2434	Wilding v. San Antonio, (74 Fed. 668)	4185
Wiggins v. Philadelphia, (2 Brewst. Pa. 444)	2702	Wildner v. Ferguson, (42 Minn. 112)	764, 955, 956
Wiggins v. Skeggs, (Ala. 54 So. 756)	2788, 2835	Wile v. Los Angeles Ice & Cold Storage Co., (2 Cal. App. 190) ..	5687
Wiggins Ferry Co. v. East St. Louis, (107 U. S. 365)	399, 1688, 2204	Wile v. Southbury, (43 Conn. 52)	5097
Wiggins Ferry Co. v. East St. Louis, (102 Ill. 540)	3199, 3220	Wiler v. Grifth, (6 Pa. Co. Ct. 304)	4412
Wight v. Davidson, (181 U. S. 271)	4233	Wilens v. ..	2992, 4632
Wightman v. State, (10 Ohio 462) ..	1856, 1872, 2360, 2404	Wilens v. M ..	5, 774
Wightman v. Tecumseh, (157 Mich. 226)	4669, 4674	Willey v. I ..	4927
Wilbur v. Tobey, (16 Pick. Mass. 177)	1991	Willey v. E ..	2275
Wikel v. Decatur, (146 Ill. App. 51)	5612	Willey v. School Com'rs, (51 Md. 401)	5079
Wilbur v. Fort Dodge, (120 Ia. 555)	4240, 4242, 4284, 5572	Willey v. Seattle, (7 Wash. 576) ..	2266
Wilbur v. Wyatt, (63 Neb. 261) ..	4832	Willey v. Sullivan, (62 Ill. 170) ..	539, 1541, 4625
Wilbur v. Springfield, (128 Ill. 395)	4051, 4411	Wilgus v. Miami County Com'rs, (54 Kan. 605)	2239
Wilbur St. Ia ra, (8 Pa. Co. Ct. 477)	2976	Wilhelm v. Cedar, (56 Ia. 254) ..	2591, 2727
Wilcox, Ia ra, (14 Cal. App. 164) ..	3523	Wilhelm v. Defiance, (58 Ohio St. 56)	4241
Wilcox v. Chicago, (107 Ill. 324) ..	5988, 5414	Wilbite v. Huntsville, (Mo. App. 151 S. W. 352)	5519
Wilcox v. Clement, (4 Denio, N. Y. 160)	5186	Wilkes v. Call, (122 N. C. 308) ..	4894
Wilcox v. Hemming, (58 Wis. 144)	1551, 1553, 1745, 2052, 2054	Wilkes v. Coler, (112 Fed. 725) ..	4799, 4894, 4903
Wilcox v. McClellan, (186 N. Y. 9)	402, 754, 2287	Wilkes v. Coler, (120 U. S. 506) ..	4809, 4894
Wilcox v. McClellan, (110 App. Div. N. Y. 278)	220	Wilkes v. Coler, (196 U. S. 107) ..	4895
Wilcox v. McClellan, (47 Misc. N. Y. R. 465)	515	Wilkes-Barre, Ia ra, (116 Pa. 246) ..	4929
Wilcox v. People, (90 Ill. 130)	972, 1231	Wilkes-Barre v. Burgunder, (7 Kulp Pa. 62)	2016, 2907
Wilcox v. Rochester, (190 N. Y. 137)	5067, 5410, 5454	Wilkes-Barre v. Garebed, (9 Kulp. Pa. 273)	2046, 2161
Wilcox v. Rodman, (40 Mo. 222) ..	1072, 1074, 1142	Wilkesbarre v. McDermott, (6 Kulp. Pa. 245)	4166, 4462
Wilcox v. Tipton, (143 Ind. 241) ..	645	Wilkes-Barre v. Rockafellow, (171 Pa. St. 177)	1125
Wilcox v. Williamson, (61 Miss. 210)	1136	Wilkes-Barre v. Spring Brook Water Co., (4 Lack. Pa. Legal News 267)	2759
Wilcoxon v. San Luis Obispo, (101 Cal. 508)	4351, 4354	Wilkes-Barre Electric Light Co. v. Wilkes-Barre Light Heat & Motor Co., (4 Kulp. Pa. 47) ..	2411
Wild v. Paterson, (47 N. J. L. 406)	5291, 5400, 5457, 5458	Wilkey v. Pekin, (19 Ill. 160) ..	4997, 5001
Wilde v. People, (227 Ill. 556) ..	628		
Wilde v. Orleans, (12 La. Ann. 15)	5294		

TABLE OF CASES.

6179

(References are to Pages.)

Wilkie v. Chicago, (133 Ill. 444) 1724, 2190, 2192, 2204, 2250	2250	Williamette Iron Works v. Ore- gon Ry. Co., (26 Ora. 224) 2251, 2419	2419
Wilkie v. Hall, (15 Conn. 32).....	1222	Williamette Mfg. Co. v. Bank of British Columbia, (119 U. S. 191).....	2202
Wilkin v. Houston, (48 Kan. 524).....	2200	Williams, <i>Ex parte</i> , (81 Tex. Cr. App. 262).....	2222, 2206
Wilkin v. St. Paul, (23 Minn. 181).....	4299	Williams, <i>In re</i> , (5 L. R. Ch. Div. 725).....	2492
Wilkins v. Barnea, (79 Ky. 222)	2222	Williams, <i>In re</i> , (158 Cal. 550)....	2047
Wilkins v. Chicago, etc. R. Co., (110 Tenn. 422).....	1712	Williams v. Albion, (58 Ind. 229)	4214
Wilkins v. Detroit, (46 Mich. 120).....	2602	Williams v. Augusta, (111 Ga. 249).....	2294
Wilkins v. Jewett, (129 Mass. 29)	271	Williams v. Augusta, (.....) 792, 1	2, 2260
Wilkins v. New York, (20 N. Y. 2. 424).....	5195, 5270	Williams v. Bennett, (25)	1302
Wilkins v. Rutland, (61 Vt. 220) 5517, 5570	5517, 5570	Williams v. Bergin, (.....) 160).....	2, 4492
Wilkins v. Waynesboro, (118 Ga. 259) 1510, 4512, 4557, 4572, 4220,	4240	Williams v. Bergin, (11)	2, 4540
Wilkins v. Wilmington, (2 Marv. Del. 122).....	5575	Williams v. Bergin, (.....) 4441, 1	1, 2670
Wilkinsburg, <i>In re</i> , (121 Pa. St. 265).....	229	Williams v. Bisagno (C)	4075
Wilkinsburg v. Home for Aged Women, (121 Pa. St. 199)....	4420	Williams v. Board of Com'rs, (27 Ind. App. 207).....	2626
Wilkinson v. Adam (1 Ves. & B. 422).....	2481	Williams v. Boston, (120 Mass. 541).....	2072
Wilkinson v. Dunkley-Williams Co., (129 Mich. 221).....	2954	Williams v. Boynton, (147 N. Y. 426).....	1061
Wilkinson v. Hoffman, (61 Wis. 227).....	2555	Williams v. Brace, (5 Conn. 120) 1205, 4266	4266
Wilkinson v. Leland, (2 Peters U. 2. 427).....	2120	Williams v. Brooklyn Elev. R. Co., (126 N. Y. 96).....	2626
Wilkinson v. Light Heat & Water Co., (78 Miss. 229).....	2592	Williams v. Brufty, (98 U. S. 176)	1622
Wilkinson v. Peru, (61 Ind. 1) 4604, 5029	4604, 5029	Williams v. Caldwell, (10 Idaho 514).....	4231
Wilks v. Caruthersville (182 Mo. App. 422).....	5490	Williams v. Carey, (73 Ia. 194) 2924, 2942	2942
Wilks v. Davis, (2 Mer. 507).....	2221	Williams v. Carterville, (97 Ill. App. 160).....	5729
Will v. Mendon, (108 Mich. 251)....	5024	Williams v. Chicago, (247 Ill. 240).....	2197
Willard's Appeal, (4 R. I. 595)....	1220	Williams v. Citizens' R. Co., (120 Ind. 71).....	2920, 2926
Willard v. Albertson, (22 Ind. App. 164).....	2977, 4416, 4565	Williams v. City Electric Street Ry. Co., (41 Fed. 556).....	2615, 2616, 2622
Willard v. Cambridge, (2 Allen Mass. 574).....	2957, 2962, 5052	Williams v. Controllers of Public Schools, etc., (12 Pa. St. 275)....	2555
Willard v. Killingsworth, (8 Conn. 247) 255, 1274, 1275, 1277,	1617	Williams v. Cooper Court of Common Pleas, (27 Mo. 225)....	5265
Willard v. Newbury, (22 Vt. 452)	5024	Williams v. Corcoran, (46 Cal. 553).....	4227, 4228
Willard v. Newburyport, (12 Pick. Mass. 227).....	725	Williams v. County Court, (28 W. Va. 420).....	5261, 5265
Willcock v. Beaver Valley R. Co., (222 Pa. St. 500).....	2409, 2411	Williams v. Darling, (27 Misc. R. N. Y. 205).....	1015
Willcock, <i>Ex parte</i> , (7 Cow. N. Y. 402).....	1297	Williams v. Davidson, (42 Tex. 1) 722, 722, 297, 1415, 2787,	2290
Willcox v. Consolidated Gas Co., (212 U. S. 19) 2594, 2720, 2721, 2722, 2724, 2741, 2747, 2749, 2750, 2751, 2754, 2766, 2761,	2767	Williams v. Detroit, (2 Mich. 560) 2020, 4252, 4260, 4459, 4460,	4499
Willcox v. Engebretsen, (160 Cal. 200).....	4272, 4273	Williams v. Duaneburgh, (66 N. Y. 129).....	529, 4270
Willcox v. Richmond Light & R. Co., (142 App. Div. N. Y. 44)....	2221	Williams v. Dunkirk, (2 Lans. N. Y. 44).....	5041
Willett v. Bellville, (11 Lea, Tenn. 1).....	615, 617	Williams v. Eggleston, (170 U. S. 204).....	257, 221, 217, 532, 552, 4221
Willett v. St. Albans, (69 Vt. 220) 5520, 5542	5520, 5542	Williams v. Elliott, (76 Mo. App. 8).....	1182
Willota Mfg. Co. v. Mercer Coun- ty Board of Freeholders, (42 N. J. L. 25).....	4222	Williams v. Ellis, (5 Q. B. Div. 175).....	2250
Willey v. People, (36 Ill. App. 609).....	2209	Williams v. First Presbyterian Soc., (1 Ohio St. 478).....	2205, 2245
Willey v. Portsmouth, (25 N. H. 202).....	2926	Williams v. Galveston, (Tex. Civ. App. 58 S. W. 551).....	2201
William's Appeal, (72 Pa. St. 214) 540, 1625, 1622, 1659	1659	Williams v. Gloucester, (142 Mass. 266).....	1062, 1216, 1225
William Fox Amusement Co. v. McClellan, (62 Misc. R. N. Y. 100).....	2112, 2242		

(References are to Pages.)

Williams v. Grand Rapids, (59 Mich. 51)	5628	Williams v. Willard, (23 Vt. 369) 536, 539, 1428, 1473	
Williams v. Greenville, (130 N. C. 98)	5549, 5550	Williams St., <i>In re</i> , (18 Pa. Super. Ct. 266)	4389
Williams v. Hall, (65 Ind. 129) ..	4608	Williamsburg v. Lord, (51 Me. 599)	1303
Williams v. Hannibal, (94 Mo. App. 549)	5687	Williamson v. Aldrich, (21 S. D. 13)	927, 4672, 4715, 4744, 4745
Williams v. Hinton, (1 Ala. 297) ..	2855	Williamson v. Baltimore, (19 Md. 413)	4493
Williams v. Hudson, (180 Wis. 297)	3156, 3211, 3243	Williamson v. Commonwealth, (4 B. Mon. Ky. 146)	2286, 2302, 2312, 2444
Williams v. Indianapolis, (26 Ind. App. 628)	5101, 5105, 5497	Williamson v. Mingo County Court, (56 W. Va. 38)	5221
Williams v. Lash, (8 Minn. 496) ..	2460	Williamson v. Farson, (101 Ill. App. 328)	4634, 4801, 4920
Williams v. Los Angeles R. Co., (150 Cal. 592) ..	2852, 2954, 3471, 3515	Williamson v. Joyce, (140 Cal. 669)	4028, 4543, 4546
Williams v. Lunenburg School District, (21 Pick Mass. 75) 1273, 1277, ..	1296	Williamson v. Keokuk, (44 Ia. 88) ..	370, 873, 1483, 4800, 4828, 4870, 4934
Williams v. McDonald, (58 Cal. 527)	4062	Williamson v. Louisville Industrial School, (95 Ky. 251)	5105
Williams v. Markland, (15 Ind. App. 669)	4209	Williamson v. Musick, (60 W. Va. 59)	921
Williams v. Maysville Telephone Co., (119 Ky. 33)	3590, 3782	Williamson v. New Jersey, (130 U. S. 189)	352, 4971
Williams v. Milwaukee Industrial Exposition Assn. (79 Wis. 524)	3203	Williamsport, Appeal of, (187 Pa. St. 565)	4372
Williams v. Monroe, (125 Mo. 574)	4433	Williamsport v. Beck, (128 Pa. St. 147)	4355
Williams v. Mutual Gas Co., (52 Mich. 499)	3657	Williamsport v. Brown, (84 Pa. St. 438)	4985
Williams v. Nashville, (89 Tenn. 487)	600, 660, 663	Williamsport v. Citizens' Water & Gas Co., (232 Pa. 232)	3845
Williams v. Nashville, (89 Tenn. 533)	5513	Williamsport v. Commonwealth, (90 Pa. St. 498)	796, 4920, 5234
Williams v. New Orleans, (23 La. Ann. 507)	534, 5465, 5466, 5467	Williamsport v. Commonwealth, (84 Pa. St. 487) ..	276, 3897, 3927, 4575, 4813, 4814, 4815
Williams v. New York Central R. Co., (16 N. Y. 97)	3325, 3608	Williamsport v. Hughes, (10 Pa. Dist. Rep. 607)	4517
Williams v. New York Central R. Co., (18 Barb. N. Y. 222) ..	519, 2832, 3330, 3391	Williamsport v. Hughes, (31 Pa. Super. Ct. Rep. 443) ..	4086, 4120, 4124
Williams v. New York, etc. R. Co., (39 Conn. 509)	3221, 3255, 3291	Williamsport v. Kent, (14 Ind. 306)	5021, 5022
Williams v. Newport, (12 Bush. Ky. 438)	981	Williamsport v. McFadden, (15 Week, No. Cas. Pa. 269)	1929
Williams v. O'Keefe, (24 How. Pr. N. Y. 16)	1850	Williamsport v. Wenner, (172 Pa. St. 173)	2225
Williams v. Park, (72 N. H. 305) ..	5013	Williamstown v. Matthews, (103 Ky. 121)	606, 632, 651, 658
Williams v. Port Chester, (89 N. Y. S. 671)	5129, 5131	Willard v. Newburyport, (12 Pick Mass. 227) ..	781, 816, 860 861
Williams v. Robert M. Silverman Const. Co., (111 App. Div. N. Y. 945)	2845, 2905	Willard Hotel Co. v. District of Columbia, (23 App. Cas. (D. C.) 272)	2916
Williams v. Roberts, (88 Ill. 11) ..	4870, 4936	Willimantic School Society v. School Society, (14 Conn. 457) ..	699
Williams v. St. Joseph, (166 Mo. App. 229)	5650	Willis, <i>Ex parte</i> , (74 Ark. 498) ..	4771
Williams v. St. Louis, (213 Mo. 403)	1115	Willis v. Boonville, (28 Mo. 543) ..	2293
Williams v. School District, (33 Vt. 271)	3090, 3111, 3120	Willis v. Erie Tel. & Tel. Co., (37 Minn. 347)	3638
Williams v. Sewell, (121 Ga. 665)	2317	Willis v. Legris, (45 Ill. 289) ..	1551, 1552, 2055
Williams v. State, (18 Ohio St. 46)	2419	Willis v. Melvin, (53 N. C. 62) ..	949
Williams v. Summit, (Utah 123 Pac. 938)	5022	Willis v. Miller, (29 Fed. 239) ..	1654
Williams v. Taxing Dist., (16 Lea, Tenn., 531)	5589	Willis v. New Bern, (118 N. C. 132)	5543
Williams v. Tripp, (11 R. I. 447) ..	5652	Willis Ave., <i>In re</i> , (56 Mich. 244) ..	4338, 4456
Williams v. Warsaw, (60 Ind. 457)	1865, 2349, 2391	Willock v. Beaver Valley R. Co., (222 Pa. 590)	2819
Williams v. Weaver, (94 N. C. 134)	1651	Willoughby v. Allen, (35 R. I. 531)	5477, 5479
Williams v. West Point, (68 Ga. 816)	2214, 2275	Willoughby v. Florence, (51 S. C. 462)	2616, 4106
Williams v. Weston-super-Mare, (72 J. P. 54)	1592		

TABLE OF CASES.

6181

(References are to Pages.)

Willow Springs v. Withaupt, (61 Mo. App. 275)...	1430, 1586, 1609, 2076
Wills v. Austin, (53 Cal. 152)....	5202
Wills v. Fort Smith, (70 Ark. 221)	2157
Willson v. Boise City, (20 Idaho 188)	4282, 5558
Willmette v. Brachle, (110 Ill. App. 356)	5620
Wilmington v. Bryan, (141 N. C. 666)	1092, 2731, 2758, 2762
Wilmington v. Davis, (68 N. C. 582)	2296
Wilmington v. Ewing, (2 Pennew. Del. 66)	5597
Wilmington v. Macks, (86 N. C. 88)	2202, 2266
Wilmington v. Roby, (8 Ired. N. C. 250)	1428
Wilmington v. Sprunt, (114 N. C. 810)	5034
Wilmington v. Vandegrift, (1 Marv. Del. 5)	5663
Wilmington Ave., <i>In re</i> , (213 Pa. St. 238)	4051
Wilmington Bank v. Wollaston, (3 Harr. Del. 90)	1404
Wilmington, etc. R. Co. v. Alsbrook, (146 U. S. 279).....	1638
Wilmington, etc. R. Co. v. Onslow County, (116 N. C. 568) ..	916
Wilson, <i>Es parte</i> , (56 Tex. Crim. Rep. 1)	2203
Wilson, <i>Es parte</i> , (14 Tex. Crim. App. 592)	1871
Wilson, <i>In re</i> , (32 Minn. 145) 847, 2217, 2277, 2436, 2439,	5210
Wilson v. Aberdeen, (19 Wash. 89)	4195
Wilson v. Acree, (97 Tenn. 378) ..	3255
Wilson v. Alabama, etc. R. Co., (77 Miss. 714)	1934
Wilson v. Alhambra, (158 Cal. 430)	2800
Wilson v. Allegheny City, (79 Pa. St. 272).....	2784, 4341, 4350, 4365
Wilson v. Arecibo, (2 Porto Rico Fed. 278)	5530
Wilson v. Atlanta, (60 Ga. 478) ..	5426
Wilson v. Atlanta, (68 Ga. 291) ..	5603, 5740
Wilson v. Auburn, (27 Neb. 435) ..	4524
Wilson v. Berkstresser, (45 Mo. 283)	5220
Wilson v. Beyers, (5 Wash. 303) ..	2050
Wilson v. Board of Education, (12 S. D. 535)	4888, 4906
Wilson v. Boise City, (6 Idaho, 391)	1906, 2463, 3035, 3036, 5542
Wilson v. Boston, (117 Mass. 509)	5620
Wilson v. Bristley, (13 Tex. Civ. App. 200)	638
Wilson v. California Bank, (121 Cal. 620)	4495
Wilson v. Cantrell, (40 S. C. 114) ..	4955
Wilson v. Charlotte, (74 N. C. 748)	4951
Wilson v. Charlotte, (108 N. C. 121)	3686
Wilson v. Charlotte, (110 N. C. 449)	3677, 3680
Wilson v. Chilcott, (12 Colo. 600) ..	4353
Wilson v. Cincinnati, (19 Wkly. Law Bul. Ohio 10)	4566, 4617
Wilson v. Collingswood, (80 N. J. L. 626)	2660
Wilson v. Collingswood, (81 N. J. L. 634)	4654
Wilson v. Cunningham, (3 Cal. 241)	516
Wilson v. Dietrich, (59 Atl. 251) ..	4200, 4202
Wilson v. East Jersey Water Co., (78 N. J. Eq. 329)	3048
Wilson v. Eureka, (173 U. S. 32) ..	1622, 2920, 2921
Wilson v. Florence, (40 S. C. 290) ..	4650, 4816, 4955
Wilson v. Great Southern Tel. & Tel. Co., (41 La. Ann. 1041) ..	5645
Wilson v. Hamilton County Com'rs, (68 Ind. 507)	4608
Wilson v. Hudson, (32 N. J. L. 365)	4534
Wilson v. Idaho Falls, (17 Idaho 425)	5694
Wilson v. Jefferson, (13 Ia. 181) ..	5383
Wilson v. Kimmel, (109 Mo. 260) ..	1046
Wilson v. Lambert, (168 U. S. 611)	3117, 4376
Wilson v. Leary, (120 N. C. 90) ..	693
Wilson v. Lewis, (10 R. I. 285) ..	5225
Wilson v. McKenna, (52 Ill. 43) ..	2295
Wilson v. Macon, (88 Ga. 455) ..	5453, 5454
Wilson v. Marsh, (13 N. J. Eq. 289)	1660
Wilson v. Mitchell, (17 S. D. 515) ..	2585, 2744, 2748, 2754, 5440
Wilson v. Neal, (23 Fed. 129).....	4801
Wilson v. New York, (1 Denio 595)	3038, 3064, 5229, 5527, 5570
Wilson v. New York, etc. R. Co., (2 N. Y. S. 65)	4232
Wilson v. New York, etc. R. Co., (18 R. I. 598)	1732
Wilson v. Omro, (52 Wis. 131) ..	1090
Wilson v. People, (19 Colo. 199) ..	1179
Wilson v. Philippi, (39 W. Va. 75) ..	3920, 4524
Wilson v. Phoenix Powder Mfg. Co., (40 W. Va. 413)	2085
Wilson v. Reading, (105 Fed. 217)	5182
Wilson v. Rushville Mining & Gas Co., (126 N. Y. S. 830)....	3684
Wilson v. Salem, (24 Ore. 504) ..	4514
Wilson v. Sanitary Dist. of Chicago, (138 Ill. 443) ..	431, 597, 4342
Wilson v. Seattle, (2 Wash. 543) ..	1658, 4346, 4347, 4434, 4472, 4532
Wilson v. School Dist., (17 Kan. 104)	2556
Wilson v. Shreveport, (29 La. Ann. 673)	4588, 4615, 4812
Wilson v. Trenton, (55 N. J. L. 220).....	3905, 3987, 4341, 4342
Wilson v. Trenton, (56 N. J. L. 469)	1521
Wilson v. Trenton, (60 N. J. L. 394)	2690, 2703, 4362
Wilson v. Simmons, (89 Me 242) ..	2864, 4055, 4056, 4281
Wilson v. Southern Ry. Co., (64 S. C. 162)	1840
Wilson v. State, (53 Neb. 113) ..	4756
Wilson v. Tallahassee Waterworks Co., (47 Fla. 351) ..	3693, 3697
Wilson v. Trenton, (62 N. J. L. 645)	4438
Wilson v. Trenton, (61 N. J. L. 599)	2632, 2701, 4120, 4362
Wilson v. Troy, (14 N. Y. S. 721) ..	5134
Wilson v. Troy, (135 N. Y. 96) ..	5720
Wilson v. Waterbury, (73 Conn. 416)	5528
Wilson v. Webber, (157 N. Y. 693) ..	4207, 4210

(References are to Pages.)

Wilson v. West & Slade Mill Co., (28 Wash. 312)	2949	Wing Chung v. Los Angeles, (47 Cal. 531)	5467, 5468
Wilson v. Wheeling, (19 W. Va. 823)	5491, 5494, 5539, 5604, 5703, 5706	Wingate v. Astoria, (39 Ore. 603)	4513
Wilson v. Whitmore, (86 N. Y. S. 450)	4204, 4207, 4210	Wingate v. Parker, (136 N. C. 369)	4937
Wilson Water & Electric Co. v. Arkadelphia, (95 Ark. 605)	3691, 3694, 3695	Wingate v. Sluder, (6 Jones, Law 552)	4945
Wilt v. Redkey, (29 Ind. App. 199)	1091, 1899	Wingate v. Tacoma, (9 Wash. 253)	4020
Wiltse v. Red Wing, (99 Minn. 255)	5514, 5515	Winkelman v. Chicago, (213 Ill. 360)	3151
Wiltse v. State, (8 Heisk. Tenn. 544)	2231	Winkler v. Summers, (5 N. Y. S. 723)	5313
Wiltshire v. Sidford, (8 B. & C. 259)	868	Winn v. Cleveland, etc. Ry. Co., (239 Ill. 132)	1343
Wimblish v. Hamilton, (47 La. Ann. 246)	1184	Winn v. Lowell, (1 Allen, Mass. 177)	5753
Winamac School Town v. Hess, (151 Ind. 229)	4164	Winn v. Macon, (21 Ga. 275)	4625
Winamac v. Huddleston, (132 Ind. 217)	5351	Winn v. Ruthland, (52 Vt. 481)	5576
Winants v. Bayonne, (44 N. J. L. 114)	792, 2277	Winn v. Shaw, (87 Cal. 531)	5333
Winbiger v. Los Angeles, (45 Cal. 36)	257, 5593	Winn v. Walker, (145 Ill. App. 333)	1149
Winchell v. Waukesha, (110 Wis. 101)	3020, 3045, 3051, 5562, 5566	Winnebago Furniture Mfg. Co. v. Fond du Lac, (113 Wis. 72)	4517
Winchester v. Corinna, (65 Me. 9)	359	Winneconne v. Winneconne, (111 Wis. 18)	251
Winchester v. Frazer, (19 Ky. L. Rep. 1366)	2753	Winnetka v. Chicago, etc. R. Co., (204 Ill. 297)	2974
Winchester v. Carroll, (99 Va. 727)	3293, 5614, 5713, 5740, 5756	Winnetka v. Chicago, etc. R. Co., (107 Ill. App. 117)	2626
Winchester v. Redmond, (93 Va. 711)	732, 736, 793, 813, 864, 2570	Winnetka v. Prouty, (107 Ill. 218)	2320
Winchester v. Winchester Water-works Co., (149 Ky. 177)	4597, 4741	Winnfield v. Grigsby, (126 La. 929)	1515
Windfall City v. First Nat. Bank, (172 Ind. 679)	4793, 4797	Winnfield v. Long, (122 La. 697)	2304
Windfall City v. State, (172 Ind. 302)	642	Winnsboro v. Smart, (11 Rich. S. C. 551)	2141
Windfall Mfg. Co. v. Emery, (142 Ind. 456)	647, 658	Winona v. Botzet, (169 Fed. 321)	5665
Windham v. Hampton, (1 Root, Conn. 175)	5134	Winona v. Burke, (23 Minn. 254)	2332
Windham v. Portland, (4 Mass. 384)	232, 2456	Winona v. Huff, (11 Minn. 119)	3327
Windman v. Vincennes, (58 Ind. 480)	637, 657, 5039	Winona v. Jackson, (92 Minn. 453)	4217
Windsor v. Cleveland C. C. & St. L. Ry. Co., (105 Ill. App. 46)	2296	Winona v. School Dist., (40 Minn. 13)	699
Windsor v. Des Moines, (101 Ia. 343)	495, 2632	Winona, etc. R. Co. v. Watertown, (4 S. D. 228)	2140
Windsor v. Des Moines, (110 Ia. 175)	4702, 4703, 4705, 4716, 4727, 4732, 4736, 4740	Winooski v. Gokey, (49 Vt. 232)	2355
Windsor v. McVeigh, (93 U. S. 274)	607	Winooski v. Gokey, (49 Vt. 232)	2355
Windsor v. Polk, (109 Ia. 156)	5015	Winpenny v. Philadelphia, (66 Pa. St. 135)	5552
Windsor & Ford v. District of Columbia, (7 Mackey D. C. 96)	4516	Winship v. Boston, (201 Mass. 273)	5707
Windsor Water Com'rs v. Canada R. Co., (20 Ont. App. 338)	4575	Winslow v. Bloomington, (24 Ill. App. 647)	1943
Winfield v. Hudson, (28 N. J. L. 255)	4772	Winslow v. Cincinnati, (10 Ohio Cir. Ct. R. 191)	4351
Winfield v. Jackson, (89 Miss. 272)	1432	Winslow v. Glendale L. & P. Co., (12 Cal. App. 530)	5747
Winfield v. Lynn, (60 Kan. 359)	325	Winslow v. People, (117 Ill. 152)	1660
Winfield v. Peeden, (8 Kan. App. 671)	5391, 5431, 5472	Winslow v. Perquimans County, (64 N. C. 213)	5170
Winfield v. Winfield Gas Light Co., (37 Kan. 24)	2760	Winsor v. Tripp, (12 R. I. 454)	5661
Winfield Water Co. v. Winfield, (51 Kan. 104)	3631, 3632	Winspear v. Holman, (37 Iowa, 542)	4696
Winfrey v. Linger, (89 Mo. App. 159)	4438	Winston v. Beeson, (135 N. C. 271)	2255, 2256
Wing v. Cleveland, (9 Ohio Dec. 507)	2658, 2659	Winston v. Fort Worth, (Tex. Civ. App. 47 S. W. 740)	4024, 4618, 4620, 4824, 4844
		Winston v. Johnson, (42 Minn. 398)	2792, 2793
		Winston v. Moseley, (35 Mo. 146)	1025, 1337
		Winston v. Spokane, (12 Wash. 524)	4726
		Winston v. Tennessee & Pac. R. Co., (1 Baxt. 60)	5312, 5351

(References are to Pages.)

Winter v. Kinney, (1 N. Y. 345)	344	Wixon v. Newport, (12 R. I. 454)	5400, 5508
Winter v. Montgomery, (65 Ala. 402)	4670	W. K. Henderson Iron Works & S. Co. v. Shreveport, (126 La. 255)	5361
Winter v. Montgomery, (82 Ala. 539)	2345	W. N. Eisendrath & Co. v. Chicago, (1.2 Ill. 220)	2378
Winter v. Niagara Falls, (190 N. Y. 198)	545, 5122, 5121	Wohler v. Buffalo, etc. R. Co., (46 N. Y. 426)	2372
Winter v. Thistlewood, (101 Ill. 450)	1232	Wohlford v. Escondido, (3 Cal. App. 429)	5022
Winter Ave., <i>in re</i> , (23 Pa. Super. Ct. 353)	4264	Wolcott v. Wolcott, (13 Vt. 27)	1262
Winterport v. Winterport, (34 Me. 215)	859	Woldenberg v. Sampson, (55 Wash. 152)	5360
Winters v. George, (21 Ora. 251)	600	Wolf, <i>ex parte</i> , (14 Neb. 34)	2120
Winters v. Warmolta, (70 N. J. L. 615)	919	Wolf v. American Express Co., (42 Mo. 421)	4225
Winthrop v. Farrar, (11 Allen. Mass. 298)	1942	Wolf v. District of Columbia, (21 App. 464)	5717
Winthrop v. New England Chocolate Co., (160 Mass. 444)	2052, 2071	Wolf v. Hope, (210 Ill. 50)	5172, 5270
Winzer v. Burlington, (65 Ia. 279)	5016	Wolf v. Kaokuk, (48 Ia. 129)	1814
Wirt v. McNery, (21 Fed. 222)	1207, 2011	Wolf v. Kilpatrick, (101 N. Y. 146)	2342
Wirth v. Jersey City, (56 N. J. L. 216)	2392	Wolf v. Lansing, (53 Mich. 267)	2272
Wisby v. Bonta, (19 Ohio St. 228)	2926, 2952	Wolf v. Oller, (16 Pa. Co. Ct. R. 225)	4766
Wisconsin Central R. Co. v. Ashland, (81 Wis. 1)	1222	Wolfe v. Covington & L. R. Co., (15 B. Mon. Ky. 404)	3291
Wisconsin Keeley Inst. v. Milwaukee, (85 Wis. 153)	5096	Wolfe v. Marshal, (52 Mo. 107)	5201
Wisconsin Telephone Co. v. Milwaukee, (126 Wis. 1)	1708, 2102, 2222, 2554	Wolfe v. Pearson, (114 N. C. 621)	2040, 2946, 2964
Wisconsin Tel. Co. v. Oshkosh, (62 Wis. 32)	792, 2102	Wolfe v. Richmond, (11 Abb. Pr. N. Y. 276)	5467, 5468
Wise v. Eastham, (20 Ind. 122)	5026	Wolfe v. School Dist., (58 Wash. 212)	5082
Wise v. Yasoo City, (36 Miss. 587)	791, 2084	Wolfe v. Sullivan, (122	1, 2977
Wisner v. People, (150 Ill. 180)	4905	Wolff v. Baltimore, (40	1) 4454
Wistar v. Addicks, (9 Phila. Pa. 146)	1910	Wolff v. Campbell, (110	1) 820
Wistar v. Philadelphia, (20 Pa. St. 505)	2931, 4022	Wolff v. Denver, (20 C. 125)	2, 4400
Wistar v. Philadelphia, (111 Pa. St. 604)	4022, 4250	Wolff v. District of C. (196 U. S. 152)	3, 2917
Witcher v. Holland Waterworks Co., (20 N. Y. S. 560)	2277	Wolff v. New Orleans, (S. 258)	2, 5297
Witcher v. Holland Water Works Co., (65 Hun. N. Y. 626)	2450	Wolff v. Wohlten, (22 M. 1701	
Witherill v. Mosher, (8 Hun. N. Y. 412)	914, 2467	Wolff Chemical Co. v. phia, (217 Pa. 215)	3, 5960
Withers v. Coylea, (26 Ala. 220)	2160, 2164	Wolfskill v. Los Angeles 405)	3300, 3305
Withers v. New York, (26 N. Y. S. 1105)	2721, 2742	Wolters, <i>ex parte</i> , (65 Cal. 269)	1024, 2122
Withers v. State, (26 Ala. 252)	2254, 5268	Woolverton v. Albany, (152 Ind. 77)	599
Witherspoon v. Meridian, (69 Miss. 228)	2974, 2977	Womeladorf Alley, <i>in re</i> , (8 Pa. Co. Ct. R. 207)	2984
Withington v. Harvard, (3 Cush. Mass. 60)	1247, 5220	Wong v. Astoria, (19 Ore. 522)	1260, 1272, 1274, 2107, 2292, 2255, 2262, 2267
Witkowski v. Witkowski, (16 La. Ann. 222)	1729	Wong Hana, <i>in re</i> , (108 Cal. 820)	1612, 2224
Witman v. Reading, (108 Pa. 275)	4405, 4451	Wong Sing v. Independence, (47 Ore. 221)	2252, 2425, 2426
Witmer v. Jamestown, (109 N. Y. S. 269)	1122	Wong Yung Quy, <i>in re</i> , (8 Sawy U. S. 442)	1940
Witt v. New York, (6 Rob. 29 N. Y. Super Ct. 441)	2474, 2621	Wood, <i>in re</i> , (51 Barb. N. Y. 275)	4180
Witter v. Mission School Dist., (121 Cal. 250)	4431	Wood, <i>in re</i> , (3 Cow. N. Y. 29)	925
Witthouse v. Atlantic & P. Ry. Co., (64 Mo. 522)	252	Wood, <i>in re</i> , (24 Misc. R. N. Y. 561)	5022
Wittkowsky v. Jackson, (150 N. C. 26)	274, 4222	Wood v. Allegheny, (Fed. Can. No. 17,229)	4922
Witty v. Golay, (9 Ky. L. Rep. 195)	2212	Wood v. Atlantic City, (56 N. J. L. 222)	216, 669, 670, 672
		Wood v. Auburn, (27 Me. 287)	2522, 2722
		Wood v. Banga, (1 Dak. 179)	5212, 5242
		Wood v. Bartling, (16 Kan. 100)	922

(References are to Pages.)

Wood v. Board of Education (Ga. 74 S. E. 540)	5273, 5274, 5275
Wood v. Bridgeport, (143 Pa. 167)	5739
Wood v. Brooklyn, (14 Barb. N. Y. 425)	1419, 1421, 1721, 2307, 2321, 5198
Wood v. Draper, (24 Barb. N. Y. 187)	5192, 5872
Wood v. Election Comrs., (58 Cal. 561)	309, 577, 747, 1775
Wood v. Elliott, (26 Pitts. Leg. J. N. S. Pa. 234)	2717
Wood v. Fort Wayne, (119 U. S. 312)	4142, 4179, 4181
Wood v. Gordon, (58 W. Va. 821)	1300
Wood v. Haverhill, (174 Mass. 578)	1096
Woods v. Henry, (55 Mo. 560)	323, 339
Wood v. Hinton, (47 W. Va. 445)	3502, 5401, 5423
Wood v. Jefferson County Bank, (9 Cow. N. Y. 194)	360, 1269
Wood v. Kansas City, (163 Mo. 303)	1144, 1419
Wood v. McGrath, (150 Pa. St. 451)	3026, 3029, 2990
Wood v. Mears, (12 Ind. 515)	1797, 1982, 2887
Wood v. Milton, (197 Mass. 531)	285
Wood v. Mobile, (107 Fed. 846)	3168, 3177
Wood v. National Water Works Co., (33 Kan. 590)	3330, 3400
Wood v. New York, (7 Hun. N. Y. 164)	532
Wood v. New York, (34 How Pr. N. Y. 501)	4615
Wood v. Omaha,	5734
Wood v. Oxford,	0, 4829
Wood v. Pleasant Cir. Ct. R. 1'	5, 5372
Wood v. Quimby,	7, 5095
Wood v. Rosa,	7, 4844
Wood v. San F	11
Wood v. Seattle	6, 2910
Wood v. Seattle	1515, 1516, 1528
Wood v. Simons,	1, 3492
Wood v. Staffo	1, 1272
Wood v. Strother, (76 Cal. 545)	5723
Wood v. Tacoma, (66 Wash. 266)	4541
Wood v. Tacoma, (66 Wash. 266)	4282, 4283, 4284, 5396, 5523
Wood v. Vanton, (54 J. P. 662)	1415
Wood v. Victoria, (13 Tex. Civ. App. 573)	5326
Wood v. Waterville, (4 Mass. 422)	5646
Wood v. Wood, (14 Rich. S. C. 148)	1626
Woodall v. Adel, (122 Ga. 301)	4621, 4856
Woodall v. Lynchburg, (100 Va. 318)	2191, 2194, 4947
Woodard v. Brien, (14 Lea. Tenn. 520)	466
Woodbridge v. Cambridge, (114 Mass. 483)	3034, 3907
Woodbridge v. Detroit, (8 Mich. 274)	4462
Woodbridge v. Middlesex Water Co., (68 Atl. 464)	3408, 3420
Woodbridge v. Proprietors of Addison, (6 Vt. 204)	2740
Woodburn v. Sterling, (124 Ill. 208)	3249
Woodbury v. Brown, (101 Tenn. 707)	321, 341, 364
Woodbury v. Piscataquis County, (40 Me. 804)	5305
Woodbury v. Tampa Waterworks Co., (57 Fla. 243)	3596, 3597
Woodcock v. Calais, (66 Me. 234)	5424
Woodcock v. Calais, (68 Me. 244)	5476
Woodfill v. Greensburgh, (18 Ind. 203)	641
Woodfords v. Chatham, (37 N. Brunsw. 21)	5401
Woodhouse v. Burlington, (47 Vt. 300)	4424
Woodhull v. New York, (150 N. Y. 450)	5062, 5411
Woodie v. North Wilkesboro, (74 S. E. 924)	5515, 5516
Woodland v. Webber, (52 Cal. 73)	5292
Woodlawn v. Cain, (135 Ala. 349)	1510
Woodlawn Cemetery Assn. v. Everett, (118 Mass. 354)	1937
Wood-Mendenhall Co. v. Greer, (S. C. 70 S. E. 734)	2236, 2239, 2346
Woodmere Cemetery v. Roulo, (104 Mich. 595)	2146
Woodring v. Forks Tp., (23 Pa. St. 355)	2901
Woodruff v. East Orange, (71 N. J. Eq. 419)	3592, 3779
Woodruff v. Elizabeth, (30 N. J. L. 176)	3359, 4320, 4323
Woodruff v. Eureka Springs, (55 Ark. 618)	619, 621, 640, 644
Woodruff v. Glendale, (23 Minn. 537)	3927
Woodruff v. Mississippi, (162 U. S. 291)	4544
Woodruff v. New York, etc. R. Co., (59 Conn. 62)	1215
Woodruff v. Okolona, (57 Miss. 366)	4287
Woodruff v. Orange, (32 N. J. L. 49)	3979, 3980
Woodruff v. Paddock, (130 N. Y. 618)	2972
Woodruff v. Parham, (3 Wall U. S. 123)	1676
Woodruff v. Stewart, (62 Ala. 206)	1232, 1234, 1562, 1563, 2382, 2383, 2402, 2403
Woodruff v. Trapnall, (10 How. U. S. 190)	1626
Woodruff Place v. Raschig, (147 Ind. 517)	4507
Woods v. Board of Education, (21 Ky. L. Rep. 941)	4696
Woods v. Chicago, (135 Ill. 582)	4064, 4067
Woods v. Cottrell, (55 W. Va. 476)	1612
Woods v. Eilers, (7 Ky. L. Rep. 824)	4057
Woods v. Kansas City, (58 Mo. App. 272)	5415, 5527, 5541, 5542, 5545, 5547, 5574
Woods v. Potter, (8 Cal. App. 41)	1108, 1116
Woods v. Prineville, (19 Ore. 108)	1817, 2253
Woodside Water Co. v. Long Island City, (48 N. Y. S. 686)	4747
Woodson v. Metropolitan St. R. Co., (224 Mo. 685)	2797, 5744, 5751, 5755, 5763
Woodson v. Skinner, (22 Mo. 13)	576, 2512
Woodstock v. Gallup, (23 Vt. 587)	2116

TABLE OF CASES.

6185

(References are to Pages.)

Woodward v. Boscobel, (84 Wis. 226) 3921, 4812, 5720
 Woodward v. Boston, (115 Mass. 81) 2756
 Woodward v. Calhoun, (Fed. Cas. No. 18,002) 4605, 4647, 4903
 Woodward v. Chicago, etc. R. Co., (21 Wis. 309) 355
 Woodward v. Collett, (20 Ky. L. Rep. 1066) 2670, 2712, 4536
 Woodward v. Grangeville, (13 Idaho 662) 2602, 4798, 4832
 Woodward v. Pittsburg, (194 Pa. 193) 3236, 3343
 Woodward v. Raynor, (29 Okla. 493) 4660
 Woodward v. Reynolds, (58 Conn. 486) 4636
 Woodward v. Worcester, (121 Mass. 245) 8053, 4292, 4803, 5194, 5549
 Woollacott v. Meekin, (151 Cal. 701) 4118
 Woolard v. Nashville, (108 Tenn. 353) 3165
 Woolley v. Louisville, (114 Ky. 556) 1832, 4922, 5023, 5028, 5029
 Woolley v. Louisville S. R. Co., (93 Ky. 223) 5371
 Woolfolk v. Paducah (25 Ky. L. Rep. 2149) 4664
 Woolsey, *In re*, (95 N. Y. 135) 2791, 2795, 3906, 4311
 Woolsey v. Ellenville, (15 N. Y. S. 647) 5697
 Woolsey v. New York Elev. R. Co., (9 N. Y. S. 133) 3626
 Wooster v. Mullins, (64 Conn. 340) 1293
 Wootters v. Crockett, (11 Tex. Civ. App. 474) 4293
 Worcester v. Ballard, (38 Vt. 60) 5094
 Worcester v. Board of Appeal, (184 Mass. 460) 4630
 Worcester v. County Com'rs, (167 Mass. 565) 3948
 Worcester v. Eaton, (13 Mass. 371) 2456, 2472
 Worcester v. Georgia, (6 Pet. U. S. 515) 1533
 Worcester v. Melvin, (89 Md. 37) 4974
 Worcester v. Norwich Ry. Co., (109 Mass. 103) 1763
 Worcester v. Walker, (9 Gray. Mass. 78) 1157
 Worcester v. Worcester Consol. St. R. Co., (192 Mass. 106) 3571
 Worcester v. Worcester, etc. St. R. Co., (194 Mass. 228) 3955, 4113
 Worcester v. Worcester Consol. St. R. Co., (196 U. S. 539) 3522
 Worcester County, *In re*, (102 Fed. 808) 2775
 Worcester County v. Worcester, (116 Mass. 193) 4540, 5008
 Worcester Gas Light Co. v. Worcester, (110 Mass. 353) 3696
 Worcester Natl. Bank v. Cheney, (94 Ill. 430) 486
 Worcester, etc. Society v. Worcester, (116 Mass. 189) 4420
 Word v. Schow, (29 Tex. Civ. App. 120) 339
 Worden v. New Bedford, (131 Mass. 23) 2523, 5503, 5504, 5506, 5507
 Work v. State, (2 Ohio St. 296) .. 2362
 Workman v. Chicago, (61 Ill. 463) 4528
 Workman v. New York, (179 U. S. 552) 5069, 5404, 5458

Workman v. Southern Pac. R. Co., (129 Cal. 536) 3471
 Workman v. Worcester, (118 Mass. 168) 4008, 4987
 Works v. Lockport, (28 Hun, N. Y. 9) 3989
 Worley v. Columbia, (88 Mo. 106) 414, 1164, 5063, 5386, 5416, 5443, 5477
 Worley v. Harris, (82 Ind. 493) 346, 362, 5027, 5040
 Wormley v. Wormley, (207 Ill. 411) 8210, 3244
 Wormly v. Wright, (108 Ia. 232) 629
 Wormser v. Allentown, (3 Pa. Dist. 649) 1910
 Wormser v. Brown, (149 N. Y. 163) 1983, 2007, 2329, 2330, 2342, 2375, 2909, 2960
 Wormstead v. Lynn, (184 Mass. 425) 2733, 4102, 4106, 4126
 Wornecka v. St. Paul, (136 N. W. 561) 5582, 5583
 Worrell v. Bloomfield, (148 Ia. 691) 5625
 Worrell v. State, (12 Ala. 732) .. 1742
 Worth v. Fayetteville, (60 N. C. 617) 4961, 4998
 Wortham v. Grayson Co., (13 Bush, Ky. 53) 1115
 Wortham v. Sullivan, (Tex. Civ. App. 147 S. W. 702) 5275
 Worthington v. Boston, (41 Fed. 23) 2646
 Worthington v. Boston, (152 U. S. 695) 2631, 2637, 2643, 2646
 Worthington v. Covington, (3 Ky. L. Rep. 392) 4164
 Worthington v. Covington, (82 Ky. 265) 2608, 3945
 Worthington v. Covington, (6 Ky. L. Rep. 237) 1497, 3937, 4060
 Worthington v. District of Columbia, (19 Ct. of Claims 123) 4171
 Worthington v. Lexington, (24 Ky. L. Rep. 1510) 4671
 Worthington v. London G. & A. Co., (164 N. Y. 81) 2297
 Worthley v. Steen, (48 N. J. L. 542) 497
 Worthy v. Barrett, (63 N. C. 199) 943
 Worts v. Watertown, (16 Fed. 534) 5183
 Wragg v. Penn Tp., (94 Ill. 11) 1409, 1865, 1874, 1875
 Wray v. Pittsburgh, (46 Pa. St. 365) 4336, 4509
 Wreford v. Detroit, (132 Mich. 348) 4355
 Wreford v. People, (14 Mich. 41) 1917, 1944, 1946
 Wren v. Indianapolis, (96 Ind. 206) 4192
 Wright, *In re*, (29 Hun, N. Y. 357) 2041, 2445
 Wright, *In re*, (63 How. Pr. N. Y. 345) 2543
 Wright v. Atlanta, (54 Ga. 645) 2266
 Wright v. Augusta, (78 Ga. 241) 5062
 Wright v. Austin, (143 Cal. 236) 2902
 Wright v. Bishop, (88 Ill. 302) 872, 875, 1713
 Wright v. Boston, (63 Mass. 233) 4030, 4031, 4393, 4609
 Wright v. Chelsea, (207 Mass. 460) 5671
 Wright v. Chicago, (46 Ill. 44) 4327, 4378, 4379
 Wright v. Chicago, (48 Ill. 285) 4440 4463, 4510

(References are to Pages.)

Wright v. Chicago, (60 Ill. 312).....	2909	Wunder v. McLean, (184 Pa. St. 334)	1754
Wright v. Chicago, etc. R. Co., (7 Ill. App. 428)	1410, 1466, 1739, 1749, 2083	Wunderlich v. Kalkofen, (134 Wis. 74)	4779
Wright v. Chicago, etc. Ry. Co., (27 Ill. App. 200)	2392	Wurster v. Seattle, (51 Wash. 654)	5124
Wright v. Defrees, (8 Ind. 298) ..	1527	Wurth v. Paducah, (116 Ky. 403) ..	5042
Wright v. East Riverside Irr. Dist., (138 Fed. 313)	4832	W. W. Cook & Son v. Cameron, (144 Mo. App. 137)	4133
Wright v. Forrestal, (65 Wis. 341)	1338, 1362, 1494, 1520, 4045, 4059, 4060, 4309, 4508	W. W. Montague & Co. v. English, (119 Cal. 225)	4684
Wright v. Glen Tel. Co., (112 App. Div. N. Y. 745) ..	3535, 3571, 3783	Wyandotte v. Corrigan, (35 Kan. 21)	3552
Wright v. Hartford, (50 Conn. 546)	940, 980	Wyandotte v. First Presbyterian Church, (30 Kan. 620) ..	3192, 3210
Wright v. Hildreth, (69 Ill. App. 588)	5677	Wyandotte v. Gibson, (25 Kan. 236)	5703
Wright v. Jacobs, (13 Okla. 188) ..	1054, 1058	Wyandotte v. Hoag, (48 Kan. 418)	4517
Wright v. Jones, (Tex. Civ. App. 120 S. W. 1139)	2603	Wyandotte v. White, (13 Kan. 191)	5739
Wright v. Lancaster, (203 Pa. 276)	5701	Wyandotte v. Wood, (5 Kan. 603) ..	304, 398, 450, 773, 1802
Wright v. Linn, (9 Pa. St. 433) ..	2501, 2509	Wyandotte Electric Light Co. v. Wyandotte, (124 Mich. 43) ..	522, 3394, 3486, 3541, 3565
Wright v. Macon, (5 Ga. App. 750)	1899	Wyandotte v. Zeitz, (21 Kan. 649)	4794
Wright v. Malden & M. Ry. Co., (4 Allen Mass. 283)	1850, 1852	Wyant v. Central Tel. Co., (123 Mich. 51)	2868
Wright v. Milwaukee Electric R. & L. Co., (95 Wis. 29)	3477	Wyatt v. Benson, (4 Abb. Prac. N. Y. 182)	238, 2510
Wright v. Moore, (38 Ala. 593) ..	3046	Wyatt v. Cely, (86 S. C. 539) ..	2812
Wright v. Morgan, (191 U. S. 55)	2520, 2532	Wyatt v. Rome, (105 Ga. 312) ..	5399, 5499
Wright v. Mount Vernon, (44 App. Div. N. Y. 574)	3031, 3075	Wyeth v. Cambridge Board of Health, (200 Mass. 474)	2236
Wright v. Muskegon, (140 Mich. 215)	5637	Wygant, <i>Ex parte</i> , (39 Ore. 429) ..	1917, 1938, 1939
Wright v. Nagle, (101 U. S. 791) ..	1762	Wygant v. McLauchlan, (39 Ore. 429)	1442, 1917
Wright v. Oberlin, (23 Ohio Cir. Ct. Rep. 509)	2972, 3250, 5143	Wykes v. City Water Co., (184 Fed. 752)	4127, 4624
Wright v. People, (27 Ill. 682) ..	5021	Wykoff v. Healey, (57 Minn. 14) ..	1744
Wright v. Portland, (113 Mich. 23)	5133	Wylor v. Ratican, (150 Mo. App. 474)	2967
Wright v. Rosenbloom, (66 N. Y. S. 165)	5077	Wylev v. Wilson, (44 Vt. 404) ..	1277
Wright v. San Antonio, (Tex. Civ. App. 50 S. W. 406) ..	2477, 4964, 5285	Wyman v. Mitchell, (1 Cowen, N. Y. 316)	1653
Wright v. Saunders, (65 Barb. N. Y. 214)	5753	Wyman v. Philadelphia, (175 Pa. 117)	5609, 5697
Wright v. Schoharie Valley R. Co., (101 N. Y. S. 801)	4200	Wyman v. St. Johns, (100 Mich. 579)	2882
Wright v. Stockman, (59 Ind. 65) ..	230, 5173	Wymond v. Barber Asphalt Pav. Co., 25 Ky. L. Rep. 1135) ..	4355, 4357
Wright v. Tacoma, (3 Wash. Ter. 410)	3995, 3997	Wynehamer v. People, (13 N. Y. 278)	2363, 2369
Wright v. Tukey, (3 Cush. Mass. 290)	3283	Wynn v. Yonkers, (80 N. Y. S. 257)	5679
Wright v. Victoria, (4 Tex. 375) ..	300, 2518, 2525, 3221	Wynne v. Butte, (45 Mont. 417) ..	5126
Wright v. Wilmington, (92 N. C. 156)	5540	Wynne v. Eastman, (105 Ga. 614) ..	5025
Wrought-Iron Bridge Co. v. Arkansas City, (59 Kan. 259) ..	4851	Wyoming v. Wilkesbarre, etc. R. Co., (8 Kulp Pa. 113)	1040, 1505
Wrought Iron Bridge Co. v. Attica, (119 N. Y. 204)	536	Wyscaver v. Atkinson, (37 Ohio St. 80)	2437, 3799
Wrought Iron Bridge Co. v. Hendricks County Com'rs, (19 Ind. App. 672)	2621	Wyse v. Board of Police Comra., (68 N. J. L. 127)	1940
Wrought Iron Bridge Co. v. Utica, (17 Fed. 316)	2771	Wysong v. Lebanon, (163 Ind. 132)	2223
Wrought Iron Range Co. v. Carver, (113 N. C. 328)	1682	Wytheville v. Johnson, (108 Va. 589)	4958, 4965
Wrought Iron Range Co. v. Johnson, (84 Ga. 754)	1677		
Wullenwaber v. Dunigan, (33 Neb. 477)	4654		

Y.

Yaggy v. Ch'cago, (194 Ill. 88) ..	4473
Yahn v. Ottumwa, (60 Ia. 429) ..	5744
Yale College v. New Haven, (57 Conn. 1)	3921
Yale & Co. v. Ward, (30 Tex. 17)	362

TABLE OF CASES.

6137

(References are to Pages.)

Yamish v. St. Paul, (50 Minn. 518)	3962, 3963, 3964
Yancey v. Batesville, Tel. Co., (81 Ark. 486)	3593
Yancey v. Fairview, (23 Ky. L. Rep. 2087)	626, 630, 1006, 1051
Yankton v. Douglass, (8 S. Dak. 441)	1867
Yaple v. Morgan, (2 Ohio Cir. Ct. R. 406)	410
Yard, <i>In re</i> , (48 Leg. Int. Pa. 228)	1544
Yard v. Ocean Beach, (48 N. J. L. 375)	334
Yard v. Ocean Beach Assn., (49 N. J. Eq. 306)	629
Yardley Borough, <i>In re</i> , (22 Pa. Co. Ct. R. 179)	1482
Yarmouth v. North Yarmouth, (34 Me. 411)	379
Yarnell v. Los Angeles, (37 Cal. 603)	1714, 5253
Yarnold v. Lawrence, (15 Kan. 126)	2635, 2642, 2691, 4011, 4860
Yaryan v. Toledo, (28 Ohio Cir. Ct. 359)	2661, 2690, 2702, 4116
Yates v. Batavia, (79 Ill. 500)	1724, 2447
Yates v. Judd, (18 Wis. 118)	3307
Yates v. Milwaukee, (10 Wall. U. S. 497)	1575, 1915, 1917, 2932
Yates v. Milwaukee, (12 Wis. 673)	2131, 2156
Yates v. Milwaukee, (92 Wis. 352)	4418
Yates v. Warrenton, (84 Va. 337)	1992, 2002, 2932, 2935, 2972
Yates v. West Grafton, (34 W. Va. 783)	3391, 3400, 3606
Yates v. West Grafton, (33 W. Va. 507)	3278, 4292
Yates v. Yates, (9 Barb. N. Y. 324)	2501
Yazoo v. Birchett, (39 Miss. 700)	5518
Yazoo City v. Lightcap, (82 Miss. 148)	304, 320, 765
Yazoo, etc. R. Co. v. Adams, (76 Miss. 545)	5011
Yeadon Borough, <i>In re</i> , (14 Pa. County Ct. 290)	681
Yeager v. Berwick Borough, (213 Pa. 265)	5731
Yeager v. Bluefield, (40 W. Va. 484)	5601, 5700
Yeager v. Fairmont, (43 W. Va. 259)	4283
Yeager v. Spirit Lake, (115 Ia. 593)	5740, 5753
Yeakel v. Lafayette, (48 Ind. 116)	2661, 2671, 4061, 4351, 4360
Yearence v. Salt Lake City, (6 Utah, 398)	5603
Yerger v. Greenwood, (77 Miss. 378)	657
Yesler v. Seattle, (1 Wash. 303)	1485, 1824, 2842, 4002, 4676, 4836, 4843
Yick Wo, <i>In re</i> , (68 Cal. 294)	1624, 1732, 2169
Yick Wo v. Hopkins, (118 U. S. 356)	1575, 1580, 1582, 1602, 1612, 1625, 1909, 2168, 2237, 2278, 2654
Yingst v. Harrisburg, (43 Pa. Super. Ct. 418)	4254
Yolo v. Barney, (79 Cal. 375)	2548
Yolo v. Sacramento, (36 Cal. 193)	5123
Yonkers, <i>In re</i> , (117 N. Y. 564)	2801, 3029, 3040
Yonkers v. New York Cent., etc. R. Co., (165 N. Y. 142)	3159
Yonkers v. Yonkers R. Co., (51 N. Y. App. Div. 271)	1575, 2087, 2103
Yonkers Board of Health v. Copcutt, (140 N. Y. 12)	1457, 1517, 1962
Yonkers Excise Com'rs. v. Glen- non, (21 Hun. N. Y. 244)	2318
York v. Beltzel, (41 Pa. Super. Ct. 194)	4412
York v. Cedar Rapids, (130 Ia. 453)	4231, 4259
York v. Chicago, etc. R. Co., (56 Neb. 572)	2190, 4945
York v. Forscht, (23 Pa. St. 391)	812, 863
York v. Thompson, (215 Pa. St. 578)	4760
York v. Watson, (15 S. C. 1)	1178
York Borough, <i>In re</i> , (8 Pa. Co. Ct. R. 514)	837
York Tel. Co. v. Keesey, (5 Pa. Dist. Rep. 366)	3682
Yorks v. St. Paul, (62 Minn. 250)	1123
Yorkville Amusement Co. v. Bingham, (118 N. Y. S. 753)	5061
Yost v. South Bethlehem, (4 Land. Law Rev. 62)	1996
Yost v. Toledo, etc. R. Co., (24 Ohio Cir. Ct. R. 169)	4456, 4521
Yotter v. Detroit, (107 Mich. 4)	5700
Young, <i>Ex parte</i> , (154 Cal. 317)	2119
Young, <i>In re</i> , (90 N. Y. S. 74)	1127
Young, <i>In re</i> , (11 Pa. Co. Ct. R. 209)	1264
Young v. Ashland, (Ky. 125 S. W. 737)	2575
Young v. Barden, (90 N. C. 424)	5173
Young v. Beckham, (115 Ky. 246)	1718, 2705
Young v. Boston, (104 Mass. 95)	3698
Young v. Buckingham, (5 Ohio 485)	1302
Young v. Carey, (184 Ill. 613)	613, 667
Young v. Charleston, (20 S. C. 116)	5593
Young v. Clarendon Tp., (132 U. S. 340)	4848
Young v. Dexter, (18 Fed. 201)	5183
Young v. District of Columbia, (3 MacArthur D. C. 137)	5666
Young v. Dudley, (Tex. Civ. App. 140 S. W. 802)	5272
Young v. Falmouth, (183 Mass. 80)	2555
Young v. Flower, (22 N. Y. S. 332)	1933
Young v. Henderson, (76 N. C. 420)	4587
Young v. Hermann, (104 N. Y. S. 72)	2967
Young v. Kansas City, (27 Mo. App. 101)	763, 3912, 4072, 4282, 4284, 5413, 5415, 5533, 5553, 5554, 5555, 5656
Young v. Kansas City, (152 Mo. 661)	529, 533
Young v. Kansas City, etc. Ry. Co., (33 Mo. App. 509)	1791
Young v. Landis Tp., (73 N. J. L. 266)	3213
Young v. Mahoning County Com'rs. (53 Fed. 395)	2529
Young v. Mahoning County Com'rs. (51 Fed. 535)	3346
Young v. Mankato, (97 Minn. 4)	2753
Young v. Metropolitan St. R. Co., (126 Mo. App. 1)	5437, 5438
Young v. People, (155 Ill. 247)	4065
Young v. People, (196 Ill. 603)	4129

(References are to Pages.)

Young v. Phillipsburg, (8 N. J. L. J. 313)	4314	Zanone v. Mound City, (103 Ill. 553)	5295
Young v. Rothrock, (121 Ia. 588)	2956	Zanone v. Mound City, (11 Ill. App. 334)	2413
Young v. St. Louis, (47 Mo. 492)	1537	Zeh's Adm'r v. Louisville, (20 Ky. L. Rep. 1107)	5553
Young v. Salt Lake City, (24 Utah 321)	615	Zehren v. Milwaukee H. R. & L. Co. (99 Wis. 93)	3822
Young v. Tacoma, (31 Wash. 153)	4549	Zelbold v. Foster, (113 Mo. 349)	589
Young v. Thomas, (17 Fla. 169)	2366	Zelgler v. Chicago (213 Ill. 61)	4027
Young v. Waterville, (39 Minn. 196)	5532	Zelgler v. Gaddis, (44 N. J. L. 363)	466
Young v. Webb City, (150 Mo. 333)	5727, 5723	Zelgler v. Hopkins, (117 U. S. 583)	4307
Young v. Webster City, etc. R. Co., (76 Ia. 140)	3363	Zelgler v. People, (164 Ill. 531)	4433
Young & McShea Amusement Co. v. Atlantic City, (60 N. J. L. 135)	1561	Zelida Forsee Inv. Co. v. Phoenix Brick & Const. Co. (143 Mo. App. 357)	4263
Youngblood v. Sexton, (32 Mich. 406)	5361, 5364	Zeller v. Central Ry. Co., (84 Md. 304)	1340
Youngerman v. Murphy, (107 Ia. 686)	4977	Zelle v. Webster City, (94 Ia. 392)	4423
Younglove, <i>in re</i> , (80 Hun. N. Y. 346)	1367	Zelle v. McHenry, (61 Ia. 572)	2364
Younglove v. Hackman, (43 Ohio St. 69)	4447, 4443	Zeller v. Crawfordsville, (30 Ind. 362)	1370
Youngs v. Hall, (3 Nev. 312)	473	Zenner v. Blessing, (4 N. Y. S. 366)	979
Youngster v. Paterson (40 N. J. L. 344)	4313	Zettel v. West Bend, (79 Wis. 316)	2357
Youngstown v. Moore, (30 Ohio St. 133)	4237	Zettler v. Atlanta, (66 Ga. 195)	5757
Youngsville Borough v. Higgins, (110 Pa. St. 291)	4490	Zhishuzza, <i>Es parte</i> , (147 Cal. 328)	1959
Younkir & Tri	7)	Ziegler v. Chapin, (126 N. Y. 342)	5321
Younts	3593	Ziegler v. People, (156 Ill. 123)	4065
Yale	5516	Ziegler v. West Bend, (102 Wis. 17)	5530
Yule v. Ann.	5069	Zigler v. Menges, (121 Ind. 99)	2111
Yulee	1311	Zimmerer v. Stuart (38 Neb. 530)	3519
Yung, A	1596, 1704	Zimmerman v. Gritsmacher, (58 Ora. 206)	2406
		Zimmerman v. Held Estate, (5 Pa. Co. Ct. 520)	2065
		Zimmerman v. Metropolitan St. R. Co., (154 Mo. App. 296)	2347, 2359
		Zimmerman v. Saam, (6 Pa. Co. Ct. 318)	2063
		Zipkle v. Chicago, (117 Ill. App. 418)	5645
		Zipp v. Fidelity & Deposit Co. etc. (76 N. Y. S. 386)	4313
		Zitake v. Goldberg, (38 Wis. 216)	2239
		Zoeller v. Kellogg, (4 Mo. App. 163)	4456
		Zollkoffer v. Havemeyer, (3 Hun. N. Y. 800)	5430
		Zorger v. Greensburgh, (60 Ind. 1)	1732, 1742
		Zorn v. Warren-Scharf Asphalt Pav. Co., (42 Ind. App. 213)	2631, 2700
		Zottman v. San Francisco, (30 Cal. 96)	2570, 2603, 2610, 2623, 2634
		Zumault v. Kansas City & I. Air Line, (71 Mo. App. 670)	1534, 2091
		Zumstein v. Mullen, (67 Ohio St. 382)	672, 1264
		Zwack v. New York, etc. R. Co. (40 N. Y. S. 321)	3516
		Zylstra v. Charleston, (1 Bay B. C. 352)	1563, 1564, 1942, 2230, 2440

Z.

Zable v. Louisville Baptist Orphans Home (93 Ky. 39)	3910, 4417, 4419
Zabriskie v. Hackensack & N. Y. Ry. Co., (18 N. J. Eq. 173)	1760, 1770
Zagame v. New Orleans, (128 La. 388)	3239
Zahn v. Rutherford, (72 N. J. L. 446)	4534
Zalesky v. Cedar Rapids (118 Ia. 714) 3981, 3919, 4041, 4044, 4046,	4423
Zane v. Rosenberry, (153 Pa. St. 38)	1234
Zanesville v. Crossland, (8 Ohio Cir. Ct. R. 652)	4593, 4601
Zanesville v. Fannan (53 Ohio St. 605)	3531, 4244
Zanesville v. Richards, (5 Ohio St. 589)	314, 4973
Zanesville v. Zanesville Tel. & Tel. Co. (63 Ohio St. 423)	3533
Zanesville v. Zanesville Tel. & Tel. Co. (64 Ohio St. 67)	3533

INDEX.

(References are to sections, except as otherwise indicated. Reference numbers preceded by "p" and followed by "n" refer to page and note matter.)

A.

ABANDONMENT—

- of contract by contractor, 1934.
- completion by municipality, 1936.
- of public improvements, 1847.
- of public utility owned by municipality, 1801.
- of public office, 496, 497.
- of sewer or drain, 2692.
- of street, 1399-1401.
 - by failure to open, 1401.
 - liability where unsafe, 2740.
- of property condemned, 1525.
- of dedicated property, 1610-1612.
- bids, necessity for after work abandoned, 1194.
- liabilities of sureties on contractor's bond in case of, 1963.

ABATEMENT—

- of obstruction in street, 1371, 1378.
- of prosecution for violation of ordinance, 1069.

ABOLITION (see also "Dissolution of Municipality")—

- of office in good faith, p1227n.
- restricting; civil service and veteran acts, pp1225-1229n.

ABSENCE (see also "Non-Residents")—

- of officers, power to grant leave of, 510.
- right to salary in case of, 532.
- without leave, removal from office for, p1223n.
- as applied to presiding officer, p1286n.

ABUSE—

- ground of interference in exercise of powers, 379.
- of discretion, see "Discretion."

ABUSE OF AUTHORITY—

- criminal liability for willful and malicious, 550.

ABUSIVE CONDUCT—

- forbidden, p1594n.

ABUTTING OWNERS (see also "Eminent Domain;" "Public Improvements;" "Special Assessments;" "Streets")—

- municipal liability for torts of, see "Unsafe Streets."
- what is abutting property, 2056.
- rights of as property, condemnation, 1457.
- title of, to streets, 1305-1309.
 - right to soil and minerals, 1309.
- reversion of title to, on vacation of street, 1415.
- right to damages on vacation of street, 1405-1411, 1403, and see "Vacating Streets."
- right to enjoin vacation of street, 1413.
- right to use street, 1321-1367.
 - encroachments, 1321, p2850.
- light and air, right to, 1322.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2608; Vol. 6, §§ 2604-2855.)

ABUTTING OWNERS—Continued.

view, right of, 1322.
 power to construct sidewalks, p3919n.
 rights as to sidewalks, 1324.
 access, right of, 1325, and see "Access."
 trees, rights as to, 1326-1328.
 grass, title to, 1329.
 power to grant street permits, 1330.
 estoppel of, 1331.
 right to encroach on street temporarily, 1338-1341.
 delivery or removal of goods, 1339.
 building materials, 1340.
 right to build overhead bridge, 1342.
 right to use subsurface of street, 1343.
 right to lay pipes in streets, 1344.
 cannot affect lateral support of street, 1347.
 effect of permit to excavate under street, 1348.
 awnings, right to put up, 1349.
 signs, projecting into street, 1349, p2906.
 steps, encroaching on sidewalk, 1349, p2907.
 bay windows, 1349, p2908.
 pillars on building, 1349, p2908.
 stairways, 1349, p2908.
 fences, gates and doors, 1352.
 display of goods on sidewalks, 1355.
 hackstands, in front of, 999, 1357.
 hitching posts and stepping stones, 1358.
 platforms in street, 1361.
 private railroads, 1363.
 storing wagons in street, 1366.
 scales in street, 1367.
 right to recover consequential damages from public improvements, 1967-2002, and see "Public Improvements."
 right to damages on change of street grade, 1975-1979.
 estoppel of to claim damages from public improvement, 1987.
 petition for or consent to, public improvements, 1856-1858.
 right to attack street franchises, 1686.
 rights where land dedicated for street, 1559, 1605.
 adverse possession of street by others, 1397.
 consent of to street franchise, necessity, 1640.
 duty to keep sidewalk in repair, 1826.
 duty to remove snow, 1291.
 charging with cost of keeping street in repair, 1892.
 liabilities of public service company to, for negligence, 1698.
 actions and remedies by and against public service companies, 1777.
 right to enjoin interference with use of street, 1381.
 enjoining unauthorized construction of railroad on street, p1711n.
 form of action by, where street obstructed, 1374.
 ejectment, 1375.
 injunction, 1376.
 must be specially injured, in order to sue, where street obstructed, 1382-1389.
 interference with access, 1383.
 obstruction of light, air and view, 1384.
 injury to business as special injury, 1385.
 depreciation in value of property as special injury, 1386.
 shifting duty to repair sidewalks on, 2728.
 duty of city to guard dangers in street created by, 2796.

ABUTTING OWNERS—Continued.

injury to business or property, from street being out of repair, city as liable, 2764.
negligence of, liability of city where street made unsafe, 2750.
unsafe sidewalk built by, liability of city, 2473.
city as liable where one injured in front of own premises, 2761.
when not a traveler, p5643n.

Compensation for use of street by grantees of franchisee.

additional servitudes in general, 1700.
commercial railroads, 1701.
street railroads, 1702.
 elevated railroads, 1703.
 interurban railroads, 1704.
 street railroads, carrying freight, 1705.
 subways for rapid transit, 1706.
telegraph or telephone poles and wires, 1707.
electric light poles and wires, 1709.
subsurface use of streets, 1709.
additional track or other enlargement of use, 1710.

ACADEMIES (see also "Schools;" "Universities")—

nature of, as corporations, p252n.

ACCEPTANCE—

of benefits, see "Benefits."
of bids, 1325.
 as creating contract, 1336.
of dedication, 1574-1591.
of municipal charter, 153, p354n.
of office, 473.
 compelling, 473.
of resignation of public officer, 498.
of ordinance, estoppel to question validity, 797.
of ordinance by defendant in actions of negligence founded thereon, 853.
of street franchisee, 1650.
of work by municipality, effect of, 1929, 1930.

ACCESS—

right to, of abutter, 1325.
interference with by public improvements, 1999.
 by street railway, p3622n.
 cutting off, vacation of street, special injury, 1408, 1409.
cutting off in one direction, p3610n.
interference with as special injury to abutter, 1383.

ACCIDENTS (see also "Torts;" "Negligence;" "Unsafe Streets;" "Sewers")—

funds to pay for, p4627n.
notice of as condition to right to sue, 2712-2713.

ACCIDENT INSURANCE—

as defense where servant of city injured, p5467n.

ACCOUNTING—

suit for, by holder of improvement bonds, p4796n.

ACCOUNTS (see also "Officers;" "Financial Powers")—

municipal, inspection of, 630.

ACCOUNTS AND FINANCES—

department of, under Des Moines plan of city government, 341.

ACCRETIONS—

right to, 399, p885n.
as incident of dedication, p3324n.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

ACCRETIONS—Continued.

boundaries of municipal corporation extended by, 268.
batture as lands formed by, 401.

ACKNOWLEDGMENT—

to statutory plat, 1540, and see "Dedication."

ACQUEDUCTS—

power of towns to construct, 389.

ACQUIESCENCE (see also "Estoppel")—

in location of corporate boundaries, presumptions, 260.
concerning changes of corporate boundaries, 289.
in removal or suspension from office or place, 520, pp1181, 1132n.

ACQUIRE—

definition of, 2279.

ACQUIREMENT OF PUBLIC PROPERTY, see "Corporate Property;" "Dedication;" "Eminent Domain."

ACT OF GOD—

as defense, pp5546, 5558n.
unsafe streets, 2726.

ACT OF LEGISLATURE, see "Legislature."

ACTIONS (see also "Remedies;" "Torts;" "Unsafe Streets;" "Sewers;" "Conditions Precedent;" "Parties;" "Pleadings;" "Defenses;" "Evidence;" "Judgment;" "Execution;" "Damages")—

particular actions, see "Ejectment;" "Trespass," etc.
suits in equity, see "Equity" and particular equitable remedies such as "Injunction," "Specific Performance," "Taxpayers' Suits," etc.
form of, against municipality, 2492, and see "Assumpsit;" "Debt, Action of;" "Trespass," etc.
conditions precedent, see "Claims;" "Notice;" "Demand;" "Conditions Precedent," etc.

by and against municipalities in general, chapter on, 2486 *et seq.*, vol. 5.

name in which brought by or against municipality, 2493, 251, 252.

civil liability as created by ordinances, 673-675.

powers of municipal attorney to bring, 2497.

for damages from obstructions in street, 1374.

on municipal bonds, 2348.

on warrants, 2258.

to collect license tax, 1007.

to recover taxes, 2407.

to enforce special assessments, 2131 *et seq.*

by officer or employee to recover salary or compensation, 534.

conditions of recovery, p1161n.

where no services are performed, p1162n.

mandamus, 535.

by or against boards of education, 2434.

by teacher for wages, 2444.

to test validity of annexation or detachment proceedings, 288-290.

to review, 291.

to recover involuntary payments, 2507, and see "Money Counts."

for civil liability, proof of violation of ordinances by plaintiff, 874.

quo warranto as civil or criminal, p5236n.

joinder of, to collect special assessments, 2151.

time to sue, see "Statutes of Limitations."

process, form and service, 2496, and see "Summons."

pleadings in, in general, 2495, and see "Pleadings."

parties to, by or against municipality, 2494, and see "Parties."

defenses in general, 2498, and see "Defenses."

judgment in general, 2499, and see "Judgments."

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

ACTIONS TO ENFORCE POLICE REGULATIONS—Chapter on, §§ 1029-1101, vol. 3.

- two modes recognized, 1033.
- form of action, 1033.
- statutory method exclusive, 1033.
- proceedings as civil or criminal, 1034.
- mode of trial; constitutionality, 751.
- name in which action brought, 1035.
- how proceeding instituted, 1036.
 - notice of, 1036.
 - voluntary appearance, 1036.
 - warrant, 1036.
 - sufficiency of summons or warrant, 1037.
- arrest without warrant, 1038.
- bail bond, 1039.
- statement, complaint or information, 1040-1055.
- trial of, 1056-1070.
- evidence for the municipality, 1071-1078.
- defenses to, 1079-1086.
- verdict, 1087.
- judgment, 1088.
- record of conviction, 1089.
- execution, 1090.
- review of judgment or conviction, 1091-1101.
 - by appeal, 1092, 1093.
 - trial de novo on appeal, 1094.
 - by certiorari, 1095.
 - record on certiorari, 1096.
 - by writ of error, 1097.
 - by habeas corpus, 1098.
 - by injunction, 1099.
 - by writ of prohibition, 1100.
 - sufficiency of record for review, 1101.

ACTUAL KNOWLEDGE, see "Knowledge," "Notice."

ACTUAL NOTICE—

- of defects in street, 2811.
- necessity for, 2812.

ADDITIONAL SERVITUDES—

- what are, 1700-1710, and see "Abutting Owners."
- sewer as, 1436.
- increase of, 1710.

ADEQUATE REMEDY AT LAW, see "Equity" and specific equitable remedies such as "Injunction."

ADJACENT PROPERTY—

- defined, pp629, 632n.
- "adjacent owners," p629n.
- distinguished from "adjoining," p629n.
- as used relating to annexation of territory, 276, p627n.

ADJOIN (see also "Lateral Support")—

- meaning of, p629n.
- distinguished from adjacent, p629n.
- what is adjoining property, 2060.
- adjoining owner, see also "Abutting Owners."

ADJOURNMENT—

- of council, or legislative body, 602.
- of council meeting in case of double board, 602.
- power of legislative body to adjourn, 602.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

ADJOURNMENT—Continued.

business that may be transacted at adjourned meeting, 603.
when members to take notice of, 603.
less number than a quorum may declare, 594.
presiding officer cannot arbitrarily declare, 586.
of hearing of removal proceedings, 566.

ADMINISTRATIVE ORDINANCE—

defined and classified, 639.
forms of vary, 678.
ordinances fixing fiscal year of municipality, 825.

ADMINISTRATIVE POWERS—

distinguished from legislative powers, 374.
of municipal corporations, where vested, 573.
exercise by council or governing legislative body, 573.
exercise of, in removing officers, 553, 565.

ADMINISTRATORS—

power to dedicate, 1549.
power to sign remonstrances, p4005n.

ADMIRALTY—

municipal liability for torts, 2624.

ADULTERATION—

of drugs, milk and food, 899, p2134n.
right to jury trial, 1060.

ADVERSE POSSESSION (see also "Prescription")—

municipal corporation may acquire title by, 268, 1118.
of property of municipality, 1158.
streets, 1396.

ADVERTISEMENTS (see also "Bill Posting;" "Signs")—

on vehicles used in streets, 931, pp2026-2029n.
on persons using streets, 931.
on wastepaper boxes on streets, as private purpose, 931.
by hand bills, etc., on streets, p1605n, and see "Hand Bills."
prohibiting obscene, 962.
forbidding distribution of, on sidewalk and public places, 930.
structures for, nature of regulations, 929.
fund for advertising city, 2180.
for competitive bids, 1207-1217, and see "Bids."
failure to advertise for bids as invalidating special assessment, 2113.
cost of, including in special assessment, 2095.
of sale of municipal property, 1148.
publication of, see "Publication;" "Newspapers;" "Notice."

AESTHETIC CONSIDERATIONS (see also "Ornaments")—

how far matters of governmental concern, 929.
relating to advertising on vehicles or on persons using streets, 931.

AFFIDAVIT—

to accompany bid for contract, 1220.
of service of notice, pp4473, 4474n.
conclusive in favor of purchasers of bonds, 2312.

AFFRAY—

ordinance forbidding, p1861n.

AGE—

old age, negligence in using street, 2835.

AGENTS (see also "Officers")—

municipal officers as agents of corporation, 499.
employment of, for municipal corporation and its officers, 500, p854n

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

AGENTS—Continued.

when city council may employ, to aid its work, 387.
 appointed by resolution, 636.
 license fees, insurance agents, 1021.
 license tax on, as interfering with commerce, 779, 780.
 property in hands of, where taxable, 2390, p5001n.
 delegation of power to by council, see "Council."
 compensation of, specifically employed by municipal corporation, 530.
 for disbursing and paying, not laborer, p955n.
 selling goods by sample, not laborer, p955n.
 power to dedicate, 1547.
 power to purchase for municipality, 1121.
 power to sign petition for improvements, p3998n.
 power to sign remonstrances against improvements, 1860.
 municipal liability for acts beyond scope of authority, 2656.
 liability of principal where agent violates ordinance, 1076.
 who liable for nuisances in keeping premises, 819, 820.

AGGREGATE CORPORATION—

described, 106.

AGREEMENTS, see "Contracts."

AGRICULTURAL DISTRICTS—

a public corporation, 111.

AGRICULTURE—

use of park for, p2537n.
 agricultural land, see "Farms."

AID (see also "Donations")—

legislature may forbid municipal corporation from giving, etc., 185.
 to railroads, see "Railroads."

AIDER BY VERDICT—

of complaint, statement or information for enforcing ordinances, 1055.

AIR—

obstruction of as special injury to abutter, 1384.
 providing for, in congested districts, as municipal function, 322.

ALDERMEN (see also "Council;" "Officers")—

origin of, p669n.
 important position of, in England system, p134n.
 of modern English borough, 60.
 under English Municipal Corporation Reform Act, 59.
 under charter of Greater New York, 339.
 legislative officers of municipal corporations, 573, and see "Council."

ALIEN (see also "Chinese")—

eligibility of, to hold office, 444.
 naturalization as qualification to hold office, 446.
 employee may be, 447.
 request for bids, prohibiting employment of, 1200.

ALIENATION, see "Sales;" "Corporate Property."

ALLEYS—

nature of and kinds, 1285.
 as a street, 1285, p2795.
 where not a public way as to obstructions, p1983n.
 establishment by user, p2809n.
 dedicating land for, p3197n.
 revoking dedication of, p3311n.
 acceptance of dedication for, pp3291, 3292n.
 acceptance of dedication of, p3277n.
 platforms in, 1861.

ALLEYS—Continued.

property as abutting on, 2060, and see "Special Assessments."
abutter, right of access to, p2860n.
special injuries to abutter's access, p2955n.
abutter's enjoining overhead passageway, p2893n.
encroachment, necessity for special injury, pp2949, 2960n.
granting exclusive use of, p3419n.
cleaning of, as municipal function, 322.
requiring pipes to be laid in, 1678.
nuisance, change of grade as, p4272n.
necessity to condemn for street, p3958n.
improvement ordinance as embracing two improvements, 1879.
vacation of, p2982n.
damages on vacation of, p2996n.
unsafe, municipal liability for, 2748.
amount of care required, 2748, 2726.
width required to be kept safe, p5620n.
defective condition of, city as liable to abutter, 2764.

ALLOWANCE—

of claims against municipality, 2472 et seq.

ALLUVION—

title of city to, 1118.

ALTERNATIVE WRIT—

mandamus, 2567, 2569.

AMBULANCE—

municipal liability where person run over by, 2669, p5496n.
negligence of driver, municipal liability, p5106n.

AMENDMENTS—

in name of municipal corporation, 253.
of complaint, statement or information for enforcing ordinances, 1064.
of warrant or summons for violating ordinance, 1037.
of return of services of notice of New England town meeting, p1275n.
of petition in annexing and detaching territory, p640n.
of special tax bills, 2105.
of street franchise, 1651.

Of charter.

by legislature, 216, 345.
changing special municipal charters, 217.
to constitutional charters, 346-348.
special or local laws forbidding, 349.
proposition for, by resolution, 636.
in extending corporate boundaries, 267.
will not dissolve corporation, 298.
when ordinance and charter provisions superceded by, 275, 340.

Of ordinances.

power to repeal does not give power to amend, p1766n.
of ordinances and resolution on passage, 700.
publication of, 701.
method of making, 821.
void ordinances cannot be amended, 822.
by striking out void parts, 822.
constitutional provisions as to state laws do not apply, 821.
cannot be by resolution, 821, 634.
setting out amendments, method, 821.
of franchises and contract ordinances, 823, 1651.
reservation of right to change, 823.
doctrine in New Jersey, 823.

AMENDMENTS—Continued.

- rule under Ohio constitution, 823.
- reasonableness of amendment, 823.
- of improvement ordinances, 824, 1895.
- may relieve duty of street railway to pave by, 823.
- reservation of right of, in ordinances granting franchises, 763.

Of municipal records.

- who may amend, 626.
- method, 627.
- by court, mandamus, 628.
- after lapse of time, 629.
- estoppel, ex post facto, 629.
- to show taking of yeas and nays, 623, 626.

AMOTION—

- as power of corporation, 105, and see "Officers."

AMOUNT (see also "Debt Limits")—

- of taxes, 2384-2387.
- of license tax, 1002.
- of special assessments, 2094-2096.
- of care distinguished from degree of, 2726, 2822.
- of care, contributory negligence, 2822.

AMOUNT INVOLVED—

- as determining necessity for competitive bids, 1188.

AMUSEMENTS (see also "Celebrations;" "Coasting;" "Racing;" "Bear Show")—

- power to license, 989.
- license fees, 1024.

ANARCHISTS, see "Red Flag."

ANIMALS (see also "Racing")—

- particular animals, see "Dogs;" "Swine;" "Jackass;" "Horse;" "Stallions," etc.
- killing of, to prevent spread of diseases, p1933n.
- regulations as to, in park, p2544n.
- slaughtering within city, p2393n.
- of non-residents, ordinances binding on, p1432n.
- dealers in, licenses, 1028.
- when bicycle is, within meaning of law, p2040n.
- cruelty to, forbidding, 887, 367, 974.
 - under general welfare clause, 895.
- forbidding driving on sidewalks, 924.
- regulating driving of, through streets. 943.
- feeding on highways, p2051n.
- power to regulate and restrain as power to impound, etc., 944, pp2054-2056n.
- regulating hitching and attending of, in street, 939, p2043n.
- inspection of, before slaughtering, p2134n.
- inspection of cows, 969.
- regulations as to running at large, 887, 943, 818, p2398n, and see "Pounds."
 - impounding and selling, 944.
 - penalty of impounding, 711.
 - penalty of forfeiture, 714.
 - what constitutes running at large, p1553n.
 - sheep herded, not going at large, 818.
 - municipal liability for failure to keep from running at large, 2631.
 - sufficiency of complaint, 1052.
 - taking from pound, sufficiency of complaint, 1052.
 - municipal liability for torts in preventing from running at large, 2667, p5496n.

ANIMALS—Continued.

injury to, running at large, city liable, 2760.
injury from on street as actionable, 2771.
torts of police, municipal liability, 2481.

ANNEXATION, see "Boundaries."

ANSWER, see "Pleading."

ANTEDATING—

bonds, 2292.

ANTICIPATING REVENUE—

as affecting debt limit, 2220.

"ANY"—

defined, p3029n.

APPEAL—

from convictions under ordinances, 1092-1094.

trial *de novo*, 1094.

judicial notice of ordinances, 861.

jury trial on, 1066.

to review annexation and detachment proceedings, 291, pp657, 659n.

from audit of claims against city, 2476.

from special assessment, 2129.

failure to, as estoppel to attack special assessment, 2124.

from confirmation of special assessment, 2087.

amendment of warrant on, 1037.

review of public improvements by, 2015.

APPEARANCE—

in actions, effect, 2497.

as dispensing with proof of corporate existence, 2495.

in proceedings to enforce police regulations, 1086.

to object to confirmation of special assessment, p4478n.

APPLICATION (see also "Petition")—

for licenses, 1004, 1006.

APPOINTMENT (see also "Officers")—

to office, meaning of, 453, p1042n.

of officer, what is, 453, p1004n.

failure to give, *de facto* officer, 480.

of officers, rescinding votes, 614.

of officers, by whom, as determining relation of master and servant,
2654.

APPORTIONMENT (see also "Dissolution of Municipal Corporations")—

of special assessments, 2087-2093.

APPRAISEMENT—

as condition precedent to purchase, 1120.

of plant of public service company, before sale, 1792, p3829n.

APPROACHES, see "Bridges."

APPROPRIATIONS (see also "Council")—

definition, classification, and power to make, 2187.

necessity for, 2188.

annual appropriation, 2189.

ordinance, passage and contents, 2190.

effect of, 2191.

mandamus to compel, 2192.

mandamus to test validity of, 804.

condition precedent to making contract, 1180.

condition to ordering public improvement, 1869.

failure of as excusing breach of contract, p2763n.

APPROPRIATIONS—Continued.

annual, must be before tax levy, 2861.
usage will not support illegal, 369, 370.
for what purpose may be made, see "Expenditures;" "Donations;"
 "Public Purpose."
powers of New England towns respecting, 388, 389.
ordinance for, referred to specified officers, 690.
veto of, 692.
how pleaded, 2495.

APPROVAL—

by mayor of proceedings of body, 538.
 to be in writing, 539.
of bonds, see "Bonds."
of plats, 1540.
of promissory notes, 2161.
of public improvement contracts, 1919.

ARBITRATION—

of claims against municipalities, 2482-2484, 367, pp812, 813n.
failure to submit to, forfeit of street franchise, 1664.

ARCHITECT—

authority to employ, 365, pp1086, 2132n.
not a laborer, p955n.
as mere employee, p945n.
breach of contract, p2763n.
competitive bids for position, 1190.
licenses, 1028.

AREA—

of lots as basis of special assessments, 2090.

AREAWAYS—

right of abutters to construct, 1348.
falling into, city as liable, 2788, p5691n.
sufficiency of guard rail, 2789.

ARMORIES—

appropriations for, 364.
lease of high school for, 1145.

ARRAIGNMENT—

in proceedings to enforce ordinances, 1056.

ARRESTS—

power of policeman to make, 2428, p1862n.
without warrant, 1038, 746.
of persons at fires who refuse to obey police directions, 746.
ordinance requiring arrest of negroes found on street at night, 747.
resisting, sufficiency of complaint, 1052.
municipal liability for wrongful acts, 2431.
under void ordinance, city not liable, 2640.

ARTILLERY COMPANY—

appropriation for, 363.

ASHES—

"refuse" as including, p1959n.
negligence in removing, city as liable, 2636.
pile of in street, injury from, p5679n.
duty to put on slippery sidewalk, 2789.

ASPHALT (see also "Public Improvements")—

requests for bids for paving, 1199, 1204, 1210, and see "Bids."
injury from slippery pavement, city as liable, 2779.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

ASSAULT—

state and municipal regulations as to, 887.
municipal power to punish, p2162n.
when regulated by state law, p1861n.
power to punish under general welfare clause, p1861n.
on public officer, p1861n.
by police officer, ground of removal from office, p1223n.
jurisdiction of municipal courts, p2294n.
right to jury trial, 1060, 1064, p2366n.
municipal liability for, 2634.
by police, municipal liability for, 2431.

ASSESSMENT (see also "Special Assessments")—
of taxes, 2405.

ASSESSORS—

whether state or local officers, pp407, 408n.

ASSETS, see "Boundaries;" "Funds;" "Debt Limits."

ASSIGNMENT—

of claims against municipality, 2476.
of exemptions from taxation, 2402.
of license, p2209n.
of money due, by contractor, 1958.
of municipal contract, 1273.
of official salary, 524.
of option to purchase plant of public service company, 1790.
of public improvement contracts, 1922.
of street franchises, 1653.
of warrants, 2256.
right of assignee of special assessment certificate to sue, 2145.
right of assignee to demand payment of special assessment, 2141.

ASSISTANT—

defined, distinguished from officer and illustrated, 425.
distinguished from deputy, p949n.
tenure of, 492.
removal of, 559, p1233n.
regulation of compensation, 635.

ASSOCIATE—

whether assistant or officer, 425.

ASSOCIATIONS, see "Clubs;" "Fraternalities;" "Private Corporations."

ASSUMPSIT (see also "Implied Contracts;" "Money Counts")—

remedy against municipality, 2488.
to recover penalties imposed by ordinance, p2303n.
as remedy to recover special assessments, 1944, 2133.
as remedy to collect license tax, p2240n.
waiver of tort and suit in, 2487.

ASSUMPTION OF RISK—

by servants of municipality, 2620.
by policeman, p5645n.

ASTIGMATISM—

care required in using street, p5760n.

ASYLUMS—

power to establish, 899, 2458, p1912n.
trust for orphan asylum, valid, 1129.
acquiring lands for, beyond corporate limits, 897.

ATTACHMENT, see "Garnishment."

ATTORNEYS—

city attorney, see "Law Department."

attorney in fact, see "Agents."

power of municipality to contract with, 1172-1176, 501-504.

for extra legal services, 1174.

contingent fees, 1175.

interest of city or town, p1089n.

who authorized to employ, 502, p1090n.

method of employment, 503.

ratification of unauthorized employment, 504.

compensation of, specially employed by municipal corporation, 530.

implied contract, p1154n.

estoppel, p1154n.

fees of, including in special assessment, 2090.

contract with, duration, p2721n.

power to appear for municipality, 2497.

power to sign petition for improvements, p3998n.

power of court to remove, 558.

power of local courts to disbar, 1030.

license tax on, 1022, p2223n.

on nonresident, 996, p4998n.

right of accused to be represented by, in removal proceedings, 566.

ATTORNEY GENERAL (see also "Mandamus;" "Quo Warranto")—

action by to abate street obstruction, p2002n.

as necessary party to taxpayer's suit, 2602.

injunction suits by, against municipal officers, 2580.

AT WILL—

officer, sub-ordinate or employee holding at will, 486, 489.

AUCTIONS AND AUCTIONEERS—

lease of wharf by, 1147.

sale of franchise by, 1641.

sale of tax liens at, 2408.

employment of, p2527n.

regulating sales by, 977.

closing hours, p2130n.

license, 1028.

license tax, classification of, p2223n.

amount of license tax, p2229n.

tax as unreasonable, p2208n.

sidewalk breaking from crowd at, 2755.

AUDIT—

of claims, 2472 *et seq.* and see "Claims;" "Warrants"—

of municipal accounts, p4979n.

mandamus to compel, 2553.

AUDITOR—

assistant, as public officer, p945n.

AUTHENTICATION—

of ordinances, sufficiency of, 870.

proof by copy, 869.

AUDITORIUM—

power of city to erect, 1117.

is "public utility," 1618.

AUTHORITY—

to bring suit, presumption, 2497.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

AUTOMOBILE—

defined, p2037n.
 right to use streets, 1391.
 regulating running of, on streets, 935.
 excluding use of, on certain streets, 936.
 in street as obstruction of, 1394.
 forbidding operation of by minor, 935.
 regulating stands for, 924.
 racing in streets, 1364.
 regulations of rate of speed of, p1864n.
 garage may be regulated, 911.
 license for, p1864n.
 license tax on, p2248n.
 right to recover for injuries from unsafe streets, 2758.
 where not registered or numbered, 2758.
 running over pedestrian, driven by street superintendent, city as liable, pp5656, 5404n.
 running into rope as contributory negligence, 2838.
 road race, right of spectator to recover where injured, p5643n.
 reckless driving as proximate cause, p5763n.

AVENUE—

as street, 1280; and see "Streets."

AWARD (see also "Arbitration")—

of contract to best bidder, 1225-1238; and see "Bids."

AWNINGS—

rights of abutters on street, 1349.
 as nuisance, p2904n.
 as incumbrance, p2006n.
 discretion to officers as to erection and maintenance, 728.
 revoking permit for, 1319, p2244n.
 falling of, city as liable, 2775, p5669n.

AYES AND NAYS, see "Yeas and Nays."**B.****BAD FAITH—**

in purchasing municipal bonds, 2315, and see "Bona Fide Purchasers."

BADGE—

requiring hotel runners to wear, 942.

BAIL—

in municipal courts, 1039.

BAKERS (see also "Bread")—

regulating sales by, 970.
 limiting hours of labor, p2179n.
 licenses, 1028.

BALL—

appropriations for, to visitors, 364.

BALLOT (see also "Elections")—

form of, election as to debts, 2199.

BALL PLAYING—

on streets, forbidding, 924.
 permit to use common for and charge fees, 1156.
 injury from on street as actionable, 2771.

BAND STANDS—

use of streets for, 1315.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

BANQUETS, see "Entertainments."

BANKRUPTS—

property in hands of trustee as taxable, p5010n.

BANKS (see also "National Banks")—

property of as taxable, pp4992, 4993n.

amount of license tax, p2229n.

BARBERS—

Sunday closing ordinance, p2128n.

BARB WIRE (see also "Wires")—

use of, as fence on street or alley, p1980n.

BARRELS (see also "Beer Kegs")—

plank on as sufficient barrier, p5711n.

BARRIERS—

duty to erect as nondelegable, p5490n.

running into as negligence, 2825.

sufficiency of, 2804, and see "Guards."

closing street for travel, 2740.

BARTENDERS—

as liable for violating ordinance, p2396n.

BASEBALL (see "Ball Playing")—

BASEMENT (see also "Abutting Owners;" "Cellarways;" "Coal Holes;" "Areaways")—

duty to maintain railing in front of, p5707n.

necessity for gate at entrance to, p5711n.

BATTURE—

rights of municipality, 401.

BAWDY HOUSES (see also "Prostitution")—

"house of ill fame" as synonymous with, p2106n.

inmates, frequenters, p2107n.

power to forbid and restrain, 956, 887, 890, p1860n.

as public nuisances, p2106n.

liability of owners and lessees, p2106n.

power to suppress implies power to fine, etc., 710.

whether power to restrain is state or municipal power, 956.

keeping as indictable, p2106n.

keeping of as negligence, p5468n.

destruction of property used for, p1890n.

who liable for keeping, p2396n.

right to jury trial, 1060, 1064.

evidence in prosecutions of, 1073.

evidence to establish character of, p2107n.

complaint for keeping, 1052.

complaint for being inmate, p2349n.

shutting off telegraph service to, 1690.

return from, injury from unsafe street, 2754.

BAY WINDOWS—

regulations as to, 887, 924.

encroaching on street, 1349, p2908.

as obstructing view, p2960n.

power of removal when obstruction or nuisance, 927, p2007n.

revoking permit for, 1319.

BAZAAR, see "Carnivals."

BEACHES—

bathing beach, duty to protect bathers, 2687.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

BEAM—

collision with in street, liability, 2781.

BEAR SHOW—

permit for in streets, city as liable, 2752, 2771, p5640n.

BEER KEGS—

falling of, city as liable, p5672n.

BEASTS, see "Animals."**BEDDING—**

destruction of infected, p1890n.

BEE RAISING—

regulation of, p1942n.

BEGGARS—

regulation of under police power, 890, and see "Vagrancy."

BELLS—

regulating use of, on bicycles and velocipedes, 937.

requiring locomotive to ring, 954.

BENEFIT—

to property, necessity for, special assessments, 2043, 2018.

special assessments in excess of, 2088.

acceptance of as estoppel to attack special assessments, 2126.

deduction of, damages from public improvements, 1995.

property not receiving, as taxable, 2389.

BEQUESTS—

to municipality, 1118, 1119.

in trust, 1128 *et seq.*

BETTING (see also "Gambling")—

on election as ground for removal from office, 556.

on horse races, see "Racing."

BEVERAGES, see "Intoxicating Liquors;" "Non-Intoxicating Drinks."**BIAS—**

whether disqualification to sit in proceeding to remove officer, 565.

of officers regulating rates, see "Rates," etc.

BICYCLES—

defined, 937, p2039n.

regulating use of streets by, 937.

forbidding use of on sidewalks, 937, 938.

forbidding use of on bridges and public parks, 937, p2393n.

prohibiting in parks, 1157.

requiring lights on after dark, 739.

when animal within meanin of law, p2040n.

right of way, p2040n.

bicycle path not sidewalk, p2796n.

license on, p2250n.

municipal liability for failure to prevent on walks, 2631, 2771.

municipal liability for injuries to rider from unsafe street, 2759.

unsafe paths, liability for, 2736.

guarding dangers in bicycle path, p5708n.

riding at night as contributory negligence, 2829, p5754n.

riding with head down, contributory negligence, p5744n.

striking pedestrian as proximate cause, 2852.

BIDS—

loans of municipal moneys on, p4583n.

sale of bonds by, 2303.

sale of street franchises on, 1641.

compelling advertising for bids, p5342n.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

BIDS—Continued.**For Municipal Contracts.**

- purpose of, 1184.
- necessity for, 1185-1196.
 - statute as mandatory, 1185.
 - amount involved, 1188.
 - where a monopoly, 1189.
 - contracts for personal services, 1190.
 - dispensing with, 1191.
 - ordinances requiring, 1192.
 - in case of emergencies, 1193.
 - after work abandoned, 1194.
 - for extra work, 1195.
- patented articles, 1197, 1198, 1204.
- requests for bids, 1199.
 - restricting hours of labor, 1200.
 - prohibiting alien labor, 1200.
 - fixing wages, 1201.
 - requiring work done within state, 1202.
 - requiring union labor, 1203.
 - discriminating in favor of certain articles or materials, 1204.
- contract void on face, 1206.
- conditions unauthorized, 1206.
- advertisement, form and contents, 1209.
 - where details impossible, 1208.
 - indefiniteness, 1209.
 - alternative provisions, 1210.
 - requiring bidder to furnish specifications, 1211.
 - aided by papers on file, 1212.
- publication of advertisement, 1213.
 - length of, 1214.
 - posting, 1215.
 - presumptions and proof of, 1216.
 - republication, 1217.
- who may give notice, 1218.
- change of specifications, 1219.
- form and contents of bids, 1220.
- deposits, 1221.
- security, 1221.
- withdrawal of, 1222.
- modification of, 1223.
- collusion between bidders, 1246.
- opening of, 1225.
- reconsideration of, 1226.
- award to best bidder, discretion, 1227.
 - lowest bidder, 1228.
 - rejection of bids, 1229, 1230, 1232, 1234.
 - dependent on material to be used, 1231.
 - rejection of insufficient bids, 1232.
- release of bidder by rejecting bid, 1234.
- dividing contract between bidders, 1233.
- mistake of bidder, liability, 1235.
- acceptance of bid as contract, 1236.
- refusal of bidder to make contract, 1237.
- review of award by court, 1238.
 - mandamus, 1239.
 - injunction, 1240.
 - action for damages, 1241.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

BIDS—Continued.

- certiorari*, 1242, 808.
- taxpayer's suit, 1243, 2594.
- fraud, effect of, 1244.
- right of unsuccessful bidder to enjoin public improvement, 2008.
- omission of, right to recover on implied contract, 1181.
- failure to advertise for as invalidating special assessment, 2113.

BILLBOARDS (see also "Bill Posting;" "Signs")—

- power to regulate construction of, 929, pp2016-2023n.
- in street, as nuisance, p2906n.
- on sidewalk, injury from, 2787.
- falling of, city as liable, 2777.

BILLIARDS AND POOL—

- as game, 1073, p2391.
- forbidding keeping room for, 746, 887.
- power to regulate, pp2115, 2116n.
- license tax on, 1028, p2201n.
- right to trial by jury, p2366n.

BILL POSTING (see also "Billboards")—

- forbidding in parks, p2544n.
- reasonableness of ordinance forbidding, p1592n.
- license fee for, 1028.
- as unreasonable, p2198n.

BILLS OF CREDIT—

- warrants as, p4754n.

BILLS OF RIGHT—

- municipal charters as, 321.

BLANKS—

- on plat or map, 1566.

BLASTING (see also "Quarry;" "Explosives")—

- power to forbid and regulate, 952.
- liability for where done by independent contractor, 2663, pp5493, 5494.
- injury from rocks thrown into street, city as liable, 2778.

BLIND—

- providing for, as municipal function, 322.
- duty to keep streets safe for, 2725, 2835.
- contributory negligence of, 2835.
- driving blind horse as contributory negligence, 2839.

BLIND TIGER—

- what is, p2113n.

BLOCKS—

- defined, p2143n.
- as relating to annexation of territory, 273.
- included in "lot" in annexing territory, p623n.

BOARDS (see also "Highways;" "Parks;" "Water," etc.)—

- as *quasi* corporations, see "Quasi Municipal Corporations."
- quorum a majority of, 595.
- execution of contract by one member only, p4112n.
- power to bring suits, 2497.
- power to employ attorneys, 502, p1090n.
- keeping of records, 617.
- members of as necessary parties to actions, 2494.
- of charities and correction, 2456.
- municipal liability for torts of, 2658.
- liability of, for negligence, p5106n.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

BOARD OF EDUCATION (see also "Schools")—
liability for torts, 2675, p5380n.

BOARD OF ESTIMATE AND APPORTIONMENT—
under charter of Greater New York, 839.

BOARDS OF HEALTH—
as quasi corporations in England, p253n, and see "Health."

BOARD OF PUBLIC WORKS (see also "Public Improvements")—
members of, as officers, p943n.
board as a corporation, 111.
may hire and discharge men, p1087n.
power to enact ordinances, 671.
municipal liability for torts of, 2658, p5481n.

BOARDING—
power of city to contract for, pp2573, 2578n.
of prisoners, liability of city, p5123n.

BOARDING HOUSE—
what is, 1732.
licenses, 1028.
requiring keepers to furnish names of boarders, 977.

BOARDWALK (see also "Sidewalks")—
condemning property for, p3079n.
devise for as valid, 1129.

BOATS (see also "Shipping")—
removal of as nuisance, p1929n.
licenses, 1028.
amount of license fee, p2231n.

BOILERS (see also "Explosion")—
regulation of, p2073n.
inspection of, under general welfare clause, 895.

BOMB—
as proximate cause of injury, p5763n.

BONA FIDE PURCHASERS—
of municipal bonds, 2313-2325, and see "Municipal Bonds."
of warrants, 2249.
estoppel by recitals, see "Recitals in Municipal Bonds."

BONDS (see also "Municipal Bonds")—
corporate seal on 256, p580n.
issuance of as *ultra vires*, 1172.
of bidders for contracts, 1199, 1221.
from grantee of street franchises, 1644.
on appeal from special assessment, 2129.
to perform contract, secure laborers, etc., public improvement, 1959-1966.
of public service company, amount of as affecting value of property, 1761.
in whose name action brought, 2493.

Official Bonds.
failure to give, 476, pp1029, 1040n.
city not pay premiums, 2167.
vote necessary to approve, 598.
officer as surety on, 443, p989n.
actions on, 546, 547.

BONE FACTORIES—
regulating beyond corporate limits, 897.

BOOK CANVASSER—
license, 1028.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

BOOK-KEEPER—

not laborer, p955n.

BOOKS (see also "Records")—

as evidence of corporate acts, p360n.

of municipality, sale of, p2514n.

inspection of, 630.

mandamus to compel transfer of, 2552.

BOOTH—

on sidewalk or street as nuisance, 925, p1994n.

voting booths, 1315.

for entertainment, forbidding erection of, in public place, p1592n.

election, in street, injury from, 2781.

BORDER—

meaning of, detaching territory from municipal corporation, 262.

as corporate limits, p633n.

BOROUGH—

as public corporations, 106.

distinguished from town or village, p264n.

as "city or town," p8542n.

in England, 33, 44, 48, 60, 83, pp101n, 318n.

in early France, 37.

in Greater New York, 339, p264n.

in Pennsylvania, p261n.

officers of who may sign warrants, p4759n.

joint liability for unsafe bridge, 2749.

BORROWING MONEY (see also "Indebtedness;" "Debt Limits;" "Municipal Bonds")—

power of municipality to, 2160.

power of New England towns as to, 389.

power as including power to issue bonds, 2278.

power to as including power to issue refunding bonds, 2282.

borrowed money not "income," 2206.

amount borrowed as asset, p4744n.

recovery where no power to borrow, 2176.

BOSS—

of factory not laborer, p955n.

BOULDER—

in street, as unlawful obstruction, 2781.

BOULEVARD—

as street, 1280, and see "Streets;" "Parks;" "Parkways;" "Avenue;" "Special Assessments."

power to establish, 1833.

outside city limits, condemning for, p3109n.

condemning right of way over railroad tracks, p3138n.

setting apart part of street as, 1311, p2834.

forbidding business vocations on, 1470.

improvement of as separate improvements, p4052n.

liability for unsafe, 2736.

BOUNDARIES (see also "Dissolution of Municipal Corporations")—

chapter on, 259-297, vol. 1.

condemning property outside, see "Eminent Domain."

municipal, must be fixed and certain, 259.

sufficiency of description of, pp589, 590n.

when may be proved by general reputation, 260.

construction as to, by property owners and local corporation, 260, 261.

purchase of land by city outside its limits, 1108.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

BOUNDARIES—Continued.

- acquisition of property outside for public utilities, 1788.
- licenses and license taxes outside, 995.
- jurisdiction of municipal courts confined to territorial limits, 1031.
- proof that violation of ordinance was within, 1072.
- property outside as assessable for local improvements, 2054.
- power to issue bonds for improvements outside, 2280.
- supply of public utility outside, 1800, 1689.
 - power to furnish water outside, 1779.
- regulating rates outside, 1740.
- recital that public improvement is within, 1883.
- property outside as taxable, 2390.
- public improvements outside, 1824.
- sewer outlet beyond, 1433.
- bridge outside, power to levy tax for, 2372.
- taxing districts, 2360.
- mob assembling outside, liability, 2650, p5467.
- nuisance beyond, city as liable, p5448n.
- obstruction of stream outside, p5559n.
- presumption arising from acquiescence as to, 260.
- construction of, description of, illustrated, 261, 262.
 - reference to bodies of water, 263, p595n.
- two public corporations in same limits, 264.
- power of state in establishing and changing, 265, 184, pp600, 601n.
- special acts affecting, generally forbidden, 266.
- enlargement, annexation; restriction, 267.
- various methods of extending limits and annexing territory, 268.
 - submission of question to inhabitants or property owners, 269.
- discretion of submitting question of extension to vote, 270.
- changing of, by municipal corporation or local tribunals; delegation of legislative power, 271.
- property annexed as taxable, 2392.
- effect of annexation on street franchises, 1674.
- annexation as making road a street, 1287.
- quo warranto* to determine validity of annexation, 2531.
- "border" of municipal corporation, p633n..
- conditions of annexation, 272, pp620, 621n.
 - definition of plats, "lots," "blocks," 273.
- reasonableness of annexation illustrated, 274, 276.
 - contiguous or adjacent territory, 276.
 - farm lands, 277, 278, pp. 630-632n.
- detachment of municipal territory, 279, pp634, 635n.
- annexation pending proceedings to organize same territory, 280.
- proceedings to annex or detach territory, 281.
 - sufficiency of ordinance, 282.
 - requisites and sufficiency of notice, 283.
 - sufficiency of petition illustrated, 284.
 - plat or plan of property to be attached to petition, 285.
 - the evidence, 286.
 - remonstrances against proceedings, pp650, 651n.
 - the judgment of order, 287.
 - action to test validity of proceedings, 288, pp650, 651, 654n.
 - presumptions, acquiescence, 289.
- collateral attack on annexation proceedings, 290.
- review of proceedings to annex or detach territory, 291.
- defects may be cured, 292.
- effect of changing of limits illustrated, 293.
- conditions of public property and debts after change; apportionment, 294.

BOUNDARIES—Continued.

taxation and exemptions on changing of limits, 295.
municipal subdivisions and wards, 296, 297.
change of, effect on ordinances, 846.
change of, will not work dissolution, 298.
rates of public service companies in territory annexed, 1732.
liability for defective streets outside, 2734.
unsafe street outside state, liability, 2741.
unsafe bridges outside, 2749, p5440n.
liability for unsafe streets in property annexed, 2738.
barriers as necessary to define limits of street, 2795.
injury from defects outside limits of street as actionable, 2772, 2744.

BOUNTIES—

to soldiers, appropriations for, 365.
power of New England towns, 389.

BOWLING ALLEYS—

power to regulate, 959, p2115n.
power to license, p2194n.
keeper of as liable, p2396n.

BOX—

on sidewalk, injury from, 2787.

BRAKES—

regulating use of, on automobiles, 935.

BREACH OF CONTRACT, see "Contracts."

BREACH OF PEACE—

prohibiting, 971, 972, p2163n.
municipal power to punish when regulated by state law, 887, p1861n.
sufficiency of complaint, 1052.
right to jury trial, 1060.
evidence in prosecution for, 1073.

BREAD—

regulating weight of, 970.
forbidding adulteration of, 899.

BREAKWATER—

power to build, p3893n.

BRIBERY—

criminal offense, 550.
as disqualification to hold office, 443.
as ground of removal from office, p1222n.
ground for removal of policeman, p5053n.
of councilmen, award of contract, p2711n.
as affecting debt election, p4674n.

BRICKBATS—

in street, injury from, city as liable, 2780.

BRICKS (see also "Vitrified Brick")—

bits, fixing kinds of, 1204.
loose, in street, city as liable for injury from, 2779.
loose, in sidewalk, injury from, 2785.
projecting, in sidewalk, injury from, 2785.
falling of, city as liable, p5672n.

BRICK KILNS—

regulation of, p1942n.

BRIDGE (see also "Brooklyn Bridge")—

as part of street, 1282.
approach to as part of, 1282.

BRIDGE—Continued.

outside city limits, 1824.
power to construct and maintain over navigable waters, 410.
power to levy taxes for bridge outside limits, 2372.
repair of where outside city limits, p5440n.
legislature may control establishment of, 234.
power of legislature to compel city to pay for, p3899n.
implied powers as to approaches to, etc., 368.
power to aid private corporation in constructing, p1902n.
overhead bridge across street, 1342, p1996n.
access to, rights of abutter, p2859n.
defects in plans of, 2633.
power to build as public improvements, pp3889, 3890, 4817n.
as internal improvement, 2279, p4818n.
power to expend money for, 410, 2167.
power to issue bonds for, 2280.
power to condemn approaches for, 1460.
grant of use of street for, p3392n.
in street, recovery by abutters, 1980.
approach to, as additional servitude, p8627n.
advertisement for bids to construct, p2659n.
power to mortgage, 1144.
contract to maintain forever, invalid, 1169.
mechanic's lien, 1161.
taxation of, 1162, p4993n.
taxing part of outside limits, p4998n.
liability of county for defects in, 2605.
sufficiency of culverts under, 2702, 2703.
indictment for failure to keep in repair, 2523.
municipal liability for acts of contractors, pp5489, 5491n.
municipal liability for torts of bridge tenders, 2670.
unsafe, municipal liability for, 2749, p5502n.
 outside city limits, 2749.
 on private way, 2749.
 want of funds to repair, p5629n.
 bridge owned by state, 2749.
 negligence in building, p5432n.
 defects in plans, city as liable for, 2633, p5654n.
 too low to pass under, city as liable, 2780.
 width of, required to be kept safe, p5620n.
 open swing bridge, negligence of pedestrian, p5750n.

BROKERS—

employment to sell bonds, 2303, 2304, p1091n.
licenses, 1028, 774, p2194n.
classification of, as to license taxes, p2223n.
license tax on, as interfering with commerce, 779, 780.

BROOKLYN BRIDGE—

as "city purpose," p4593n.
permitting pneumatic mail tube on, 1145.
acts of police on, 2627.
trustees of as agents of city, p5479n.

BROOKS—

forbidding fouling of waters of, 916, and see "Watercourses."

BROTHEL, see "Bawdy Houses."

BUILDINGS (see also "Auditorium;" "City Hall;" "Court House;"
"Jails;" "Fire Department;" "Hospitals")—
defined, 2029.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

BUILDINGS—Continued.

police regulations respecting, in general, 948.
 fire limit provisions, 948, p1891n.
 ordinance provisions respecting, 948.
 essentials relating to validity of regulations, 948.
 uniformity, classification and reasonableness of such regulations, 949.
 restrictions as to use of sidewalks, building material, precautions, etc., 949.
 permits to erect, 949, 1015.
 height of buildings, 949.
 removal of buildings, 949, 1015, p1928n.
 permit to erect as permit to use street, p5635n.
 as encroachment on street, 1350, pp1994, 2874, 1983n, and see "Bay Windows;" "Cornices;" "Stairs;" "Steps," etc.
 on street, special injury from, p2950n.
 building materials, right to put in street, 1340.
 injury from, 2781.
 city as liable where horse frightened by, 2783.
 revocation of permit to erect, p2245n.
 restrictions as to lines of, p1982n.
 partially burned as nuisance, 902.
 destruction to stop spread of fire, 2648, 2649, 892.
 destruction of for noncompliance with building regulations, 2648.
 taking possession of in case of disease, 905.
 power to authorize casino in park, 1156.
 entry of buildings by city without permission, 896.
 conclusiveness of decision of inspector of buildings, p1904n.
 injunction to prevent construction of, 2505, pp1905, 1929n.
 disregard of regulations as to, defenses, 1086.
 unsafe, sufficiency of complaint, 1052.
 on wharves, regulating erection of, 742.
 cost of restoring as measure of damage to, 2000.
 municipal liability for torts of building department, 2671.
 board for inspection of as agents of city, p5480n.
 in street owned by third person, city liable for injuries from, p5632n.

Municipal Buildings—

power to city to erect, etc., 1116.
 power to erect in parks, etc., p2537n.
 on public squares, p3333n.
 power to build as power to borrow, 2160.
 power to become indebted for, p4588n.
 power to issue bonds for, 2280.
 special assessments for, 2042.
 power of New England towns to repair, 389.
 employment of architect to prepare plans for, 367.
 lease of municipal buildings, 1145, 367.
 mechanic's liens on, 1161.
 building restrictions, as binding on city, 1125.
 owned by municipality, liability for negligence, 2672, 2674.

BULLS—

prohibiting standing of within corporate limits, 957.

BUNDLES—

carrying, preventing seeing ahead, as contributory negligence, 2825.

BURDEN OF PROOF (see also "Evidence;" "Presumptions")—

in proceedings to enforce ordinances, 1077.
 of contributory negligence, 2840.

BURGESS—

in American law, pp286, 287n.

in English law, 59, 60, p286n.

in Pennsylvania may question validity of ordinance, 800.

BURGOMASTER—

in German cities, 73-75, 483, p969n.

in Belgium, 79.

BURIAL GROUNDS, see "Cemeteries."

BUSINESS—

power of municipality to engage in, see "Municipal Ownership," and "Municipal Trading."

regulations of interfering with commerce, see "Interstate Commerce." defined, p3553n.

use of trading stamps as, 1014.

undue interference with, under guise of police power, 893.

regulating hours of, 964.

conducted by municipality for profit, liability for torts, 2672-2674.

injury to from street being out of repair, city as liable, 2764.

BUTCHERS (see also "Meat")—

market regulations, 965, 966.

as peddler, p2146n.

BY-LAWS (see also "Ordinances")—

defined, 632, p1390n.

in New England, p1390n.

in the English law, 59, p1390.

used interchangeably with ordinances, 632.

was original designation of ordinances, 637.

rule of corporation, society or association, 636.

of private corporations, binding effect of, p1431n.

C.

CABLE CARS (see also "Street Railroads")—

as additional servitude, 1702.

CABS, see "Hackstands;" "Vehicles."

CANALS (see also "Bridges;" "Irrigation")—

legislature may control establishment of, 234.

discharge of sewage into, 2706.

CANAL COMPANIES—

as quasi public corporation, 106.

CANCELLATION OF WRITTEN INSTRUMENTS—

deed of municipality, 1152.

of municipal warrants, see "Warrants."

CANDY STANDS, see "Stands."

CANNING PLANTS—

licenses, 1028.

CANNON—

injury from firing of on street as actionable, 2771, and see "Unsafe Streets."

CANVASS, see "Elections."

CANVASSERS, see also "Book Canvassers;" "Hotels;" "Interstate Commerce."

license, 1028.

CAPITAL STOCK, see "Stock."

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

CAPITAL—

expenses to secure location, 2167.

CAPTAIN—

of body, as officer, p944n.

CARDS—

prohibiting playing of, pp2114, 2115n.

CARE, see "Negligence."

CARNIVALS, see "Celebrations."

CARRIAGES, see "Vehicles;" "Hackstands."

CARRIERS, see "Railroads;" "Street Railroads;" "Mall."

CARPETS—

regulating carpet beating machines, 977.

CARS, see "Railroads;" "Street Railroads."

CASH (see also "Credit")—

on hand, offset in figuring amount of city debt, 2237.

CASTING VOTE—

of presiding officer or mayor, 590.

of mayor to confirm his own appointees, 591.

CATCH BASIN—

collecting water in, flooding property, p5578n.

slippery covers, city as liable for injury, pp5655, 5685n.

stepping on as contributory negligence, p5755n.

absence of cover of as proximate cause, p5763n.

person going into, not a traveler on street, 2754.

CATTLE, see "Animals."

CATTLE YARDS—

regulation of, p1942n.

CAUSE—

removal of officers for, 551, 552, 554, 555, 557.

sufficiency of, for removal of officers, 556.

CELEBRATIONS (see also "Parades")—

appropriations of municipal funds for, 364.

use of street for, 1353.

permit for in street, city as liable for injuries, 2752.

CELLAR (see also "Abutting Owners;" "Areaways;" "Basement;" "Vaults")—

regulation of doors of, 924.

open, on street, as nuisance, 925.

door as nuisance, p5865n.

falling through door, city as liable, 2788, p5691n.

city as liable where left open, 2750.

railing or guard as necessary, p5708n.

unguarded, on alley, p5628n.

CEMENT—

competitive paving bids, requiring certain kind of, 1204.

CEMETERIES—

legislative interference with, 174.

establishing and maintaining, as municipal function, 322.

power of towns to raise money for, 389.

power of city to purchase, 1115, p2474.

power to condemn for, 1481, 1503, p3097n.

dedication for, 1543.

power of city to sell, 1143.

diverting to other uses, 1606.

CEMETERIES—Continued.

- abandonment of, p3846n.
- power of municipality to act as trustee for, 1126.
- regulation of, under police power, 890, 891, 906, pp1933, 1939n.
- forbidding in corporate limits, p1917n.
- removal of dead bodies from, 906, p1940n.
- acquiring lands for beyond corporate limits, 897.
- municipal control of, beyond its limits, p1906n.
- loss of title to by adverse possession, p2548n.
- exemption of from special assessments, 2066.
- municipal liability for torts, 2688, 2687.
- owners of lots in, right to sue where street obstructed, p2949n.
- employing sexton, as gift, p4591n.

CENSUS (see also "Population")—

- as fixing population, where debt limit governed by, 4696n.

CENTRAL CONTROL—

- tendency to state administrative supervision over municipal corporations, 67.
- of local authorities in England, method of, 61.
- in systems of continental Europe, 61.
- of local government in France, 77, 78.

CERTAIN—

- ordinances must be, 645, 651.
- penalties of ordinances, 717-719.

CERTIFICATES (see also "Affidavits")—

- in connection with bonds, as estoppel, 2312.
- of approval of performance of improvement contract, 1938-1941.
- of indebtedness as payment, 2185.
- of indebtedness as including bonds, p4832n.
- of purchase at sale for nonpayment of special assessment, 2154.
- of sufficiency of funds for improvements, 1868.
- of weight, public scales, 970, p2158n.
- on notes of municipality, 2161.
- to authorize expenditures, 2172, 2175.
- to public improvement contract, 1907, 4116n.
- to special assessment record, 2104.
- certified municipal bonds, 2275.
- certified plats, 1540.
- certified special tax bills, 2105.
- filing of as condition to special assessment lien, 2107.
- requiring bidders for contract to furnish, 1199, 1220.
- special assessment certificates as creating debt, p4724n.
- teacher's certificates, 2442.

CERTIORARI—

- nature of remedy, 2508, 2510.
- where remedy by appeal or writ of error, 2509.
- judicial acts only reviewable by, 2511.
- procedure and scope of review by, 2512-2515.
- discretionary character of writ, 571.
- when proceedings regarded as instituted, 571.
- delay in making application, 571.
- to test corporate existence, 158, 159.
- to review removal of officers and employees, 571.
- to determine title to office, 582, p1026n.
- to prevent passage of ordinances, 705.
- to question validity of ordinance, 799, 807, 808, p2010n.
- by taxpayer to test validity of resolution employing additional help, 803.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

CERTIORARI—Continued.

- to review council action in protecting water supply, 896.
- to review public improvement proceedings, 2016.
- to review assessment of damages, 1993, p4271n.
- to review special assessment proceedings, 2130.
- in nature of taxpayer's suit, 2581.
- to review grant of rights in streets, 1379.
- to review granting of franchise, 1763, p3410n.
- to review reasonableness of rates, 1770.
- to set aside award to one not lowest bidder, 1242.
- to review vacation of street, 1413.
- to review audit of claims, 2475.
- to review conviction for violation of ordinance, 1095, 1096.
- trial *de novo*, 1094.

CESSPOOLS—

- licensing cleaners of, 1017.
- hole in cover, city as liable, p5675n.
- cover floated of, city as liable for falling into, p5676n.

CHAIRS—

- rent of in parks, 1157, p2546.

CHANGE OF GRADE see "Grads;" "Public Improvements."

CHANGE OF NAME, see "Corporate Name."

CHARGES see "Removal and Suspension of Officers."

CHARITY AND CHARITABLE INSTITUTIONS (see also "Asylums;" "Hospitals;" "Poor;" "Trusts")—

- charitable corporation described, 106.
- charities defined, 2447.
- municipal administration of, 2448.
- how state divided, 2449.
- municipal duty to support paupers, 2450.
- municipal power to support its poor, 2451.
- delegation of power, 2452.
- municipal liability for support of poor by others, 2453.
- place of settlement of pauper, 2454.
- overseers of poor, 2455.
- boards of charities, 2456.
- property in trust for, see "Trusts."
- municipal hospitals and asylums, 2458.
- negligence, liability for, 2459.
- property of, 2460.
- municipality may be compelled to support inmates of, 235.
- municipal aid, 2166, 2169, 363.
- boards and control of, 442.
- board as agents of city, p5480n.
- property as exempt from taxation, 2399.
- property as exempt from special assessments, 2064.
- furnishing supplies free to, where plant owned by city, 1803.

CHARIVARI—

- as disturbance of peace, p2161n.
- as mob so as to make municipality liable, 2651.

CHARTERS (see also "Amendments")—

- chapter on, 318-349, vol. 1.
- home rule charters, see "Freeholders' Charter."
- granting in early times in England, 51, pp120, 121n.
- municipal abuse under the Tudors, pp112, 113n.
- designated bills of right, 321.

CHARTERS—Continued.

as constitutions or organic laws of municipal corporations, 321.
are not regarded as contracts, 321, 165.
need not be accepted to be binding, 321.
nature and purpose of, 318.
various definitions of, 319, pp370, 371n.
defined and described, 320.
contains municipal powers and prescribed form of organization, 321.
scope of functions of municipal government, 322.
constitutional and legislative, 323.
special and general, 323.
constitutional, must conform to state laws, 323.
constitutional, scope of provisions of, 323.
may provide for initiative and referendum, 323.
how ordinance differs from, 643, 644.
ordinances must conform to, 646.
method of enactment of ordinances prescribed by, exclusive, 676.
acceptance of, 153, p354n.
legislative control of, 194.
need not contain name, 248.
municipal corporation can have only one, 264.
when electors must adopt, 345.
self-enforcing provisions of, 375.
when provisions of supersede general laws, 841, 842, pp5594, 5595n.
surrender of special, effect on ordinances, 844.
effect on, change of class or grade, 844.
proof of charter, judicial notice, 342, 154-157, 849.
construction of charter, 343, 344.
legislature may amend and repeal, 345.
direct amendment of constitutional charters, 346, 347.
indirect or legislative amendment of constitutional charters, 348.
amendments of, forbidden by special or local laws, 347.
amendment, repeal or substitution of, will not dissolve corporation, 298.
when repeal of destroys corporation, 300.
submitting adoption of and bond issue together, 2198.
provisions fixing municipal debt limit, 2208.
changing or abolishing offices by, 494.
power to pay for passage of, p4599n.
of Chicago, 336.
of St. Louis, 325.
of San Francisco, 337.
of Los Angeles, 338.
of Greater New York, 339.
of Galveston, 340.
of Des Moines, 341.
special powers contained in, in California, 324.

CHEMICALS—

forbidding adulteration of, 899.

CHICAGO—

municipal organization and charter of, 336.

CHICKENS—

regulating keeping of, 946.

CHIEF EXECUTIVE, see "Mayor."

CHIEF OF POLICE—

office, 2416.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

CHILDREN (see also "Infants;" "Schools")—

providing for as municipal function, 322.
support of, by New England towns, pp388, 857n.
playgrounds for, see "Playgrounds."
forbidding street trade at night by, p1592n.
forbidding boys from getting on and off trains, p1916n.
injury to from unsafe street, city as liable, 2757.
barriers around dangers in street to protect, p5704n.
sufficiency of danger guards in street to protect, p5714n.
contributory negligence of, 2834.

CHINESE—

forbidding employment of on municipal jobs, 981.
laundrymen, discriminating against, 739.

CHOICE OF WAYS—

in using streets, contributory negligence, 2628.

CHOSES IN ACTION—

as taxable, p4995n, and see "Municipal Taxes."
notes, see "Promissory Notes."

CHRISTMAS—

forbidding mercantile business on, 963.
celebration as riotous assemblage, 2651.

CHUCK HOLES—

failure to observe as contributory negligence, p5744n.

CHURCHES, see "Religious Societies."

CHUTES—

ice chute across street, p2891n.

CIGARS, see "Tobacco."

CIGARETTES—

regulating sale and smoking of, 921.
license on sale of, 1028.

CINDERS—

walk made of, liability where unsafe, 2473.

CIRCUS—

license tax on, where outside corporate limits, 995.
closing by police, municipal liability for, 2431.

CISTERNS—

in streets, pp2789, 2902n, and see "Wells."

CITIES (see also "Municipal Corporations")—

historical, 1-42.
first appearance of, pp16, 17n.
origin and definition of word, pp23, 24n.
definitions and elements of, pp261, 262n.
of ancient Egypt, 13, 14, 15.
of ancient Chaldea and Assyria, 16-18.
of Babylonia, 19-22.
Borsippa, Opis, Susa, Tyre, Sidon, Jerusalem, 21.
the Phoenician cities, Sidon, 23.
ancient Carthage, 24.
the Greek cities, 25-27.
the Roman cities, 28-31.
towns of the middle ages, 32-42.
French communities and towns, 35-37.
Flanders and Holland, 38.
towns in early Germany, 39.
municipal institutions in early Spain, 40.
cities of ancient Mexico, 41.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

CITIES—Continued.

cities of the Incas Empire, 42.
as public corporations, 106.
municipal corporations include, 108 and notes.
term as including towns, p5465n.

CITIZENS (see also "Inhabitants;" "Freeholders;" "Taxpayers")—
under English Municipal Corporation Reform Act, 59.
early Roman conception of, 31, p64n.
means resident or inhabitant, p610n.
ordinance abridging privileges or immunities of, 740.
as qualification to hold office, p994n.
may question validity of ordinance when. 801 *et seq.*

CITIZENS' ACTIONS (see "Taxpayer's Suits").

CITY ATTORNEY, see "Law Department."

CITY CLERK—

deed signed by, p2527n.
fixing day for opening bids, p2671n.
power to create offices of deputy clerk, p957n.
notice to of defect in street, 2810.

CITY COURTS, see "Municipal Courts."

CITY COUNCIL, see "Council."

CITY ELECTRICIAN—

notice to of defect in street, 2810.

CITY ENGINEER—

whether an officer or employee, p944n.
effect of control of work by, in case of independent contractors, 2663, p5488n.
as servant of municipality, 2661, pp5471, 5472n.
adopting report of as levy of special assessment, p4427n.
certificate of approval of performance of contract, 1938-1941.
compensation of, including in special assessment, 2096.
notice to of defect in street, 2810.

CITY HALL (see also "Buildings")—

as place of corporate meeting, 575.
on public square, p3333n.
power of city to erect, 1116, 1816.
erection of as current expense, 2219.
power to issue bonds for, p4821n.
lease of, 1145.
who may enjoin illegal lease of, 2586.
municipal liability for negligence in connection with, 2627, 2674.
liability for negligence in constructing, 2672, p5503n.

CITY MARSHAL—

office of, 437, pp978, 979n.
service of summons, p2496n.
notice to of defect in street, 2810, p5722n.

CITY OFFICERS, see "Officers."

CITY PURPOSE, see "Public Purpose;" "Words and Phrases."

CITY RAILWAYS, see "Street Railways."

CITY SOLICITOR, see "Law Department."

CITY STOCKS—

as debts, 2238.

CIVIL CORPORATION—

described, 106.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

CIVIL ENGINEER (see also "Engineers;" "City Engineer")—
whether officer or employee, p944n.

CIVIL LAW—
surface water rule, 2708.

CIVIL OFFICE—
what is, pp988n, 997n.

CIVIL RIGHTS AND LIABILITIES—
ordinance concerning or regulating, 673.
civil action for breach of, 674.
limitation, public duty, 675.

CIVIL SERVICE LAWS (see also "Officers;" "Veterans")—
relating to regulation of local officers, 506, 189, pp990, 404n.
commission created by legislative act, 189.
restrictions as to appointment of officers and employees, 460.
elections of officers by council not affected by laws relating to, 598.
classification of officers and employees under, 420, 378, p933n.
as relating to tenure of public place, p1063n.
restrictions as to removal of officers and employees, 557, p1208n.
salary or compensation in case of removal or suspension from office under, 520, p1130n.
changing salaries of officers and employees under, p1150n.
applies to police and firemen, p5054n.
charter of San Francisco provides for, 337.
statutes as to suits to restrain payment of salaries, 2577, p5324.

CLAIMS AGAINST MUNICIPALITIES (see also "Audit;" "Payment;" "Warranties;" "Indebtedness;" "Debt Limits")—
legislative control of, 2465.
claims defined, 2465.
power of legislature to compel payment of, 237, 238.
validity of, 2464.
presentation of, 2465.
what are "claims or demands," 2465.
notice of intention to sue, 2466, p5165n.
to whom to be presented, 2467.
time for presenting, 2468.
statement of, 2469.
verification of, 2470.
interest on, 2471.
allowance of, 2472.
effect of, 2473.
audit and allowance before issuance of warrant, 2248.
mandamus to compel audit of, 2553.
auditing officers or boards, 2474.
review of rulings on, 2475.
assignment of, 2476.
payment of, 2477.
priority of, 2478.
compromise of, 2479-2481, 367, p812n.
arbitration of, 2482-2484, 367, p812n.
corruptly certifying for allowance, criminal liability, 550.
pleading presentation of, 2495.

CLASS (see also "Classification")—
ordinance discriminating on account of, 747.
change in, effect on charter and ordinances, 844.

CLASSIFICATION—
of municipal corporations, 131, 197-218.
change of, 132.

CLASSIFICATION—Continued.

- population as basis of, 204.
- statute applicable to one city, 205, 206.
- tests of, 207.
- reasonable justification, 208.
- general laws distinguished from local, 198-203, 209.
- legislative power to divide or add classes, 211.
- contingent local laws, 212.
- local option laws, 213.
- curative acts as local, 214.
- laws carrying into effect constitutional provisions as local, 215.
- legislative amendment of municipal charters, 216, 217.
- as to debt limit, 2213.
- judicial notice of, p356n.
- of municipal employees, civil service, 506, and see "Civil Service Laws."
- as legislative or administrative act, 506.
- of ordinances, 639, 640, 641.
- of statutes at common law, 199.
- cows within and without city, p2153n.
- reasonableness in ordinance, 738, 739.
- license tax as class legislation, 1001.
- laws forbidding emission of smoke as class legislation, 918.
- limiting or abrogating liability for defective streets as class legislation, 2722, p5597.
- failure to assign to class will not dissolve corporation, p681n.
- change of, will not dissolve corporation, 298.

CLASS LEGISLATION, see "Classification."

CLEANING STREETS—

- power to tax to pay for, 2372.
- cleaning as municipal function, 322, 924, p1990n.
- special assessments for 2036.
- municipal liability for negligence connected with, 2636.
- street cleaner, ordinary care, p2969n.

CLERICAL ERRORS, see "Irregularities."

CLERK (see also "Records;" "City Clerk;" "Ordinances")—

- defined and distinguished from officers, 427, p945n.
- chief of detective bureau as officer, p944n.
- when presiding officer may appoint, 586.
- removal of, 559.
- eight hour law as applicable to, p945n.
- as liable for nuisance, p2396n.

CLOTHING—

- infected may be destroyed, 905, p1890n.
- second hand to be disinfected, etc., 905.

CLOUD ON TITLE—

- special assessment as, 2118.
- removal by setting aside special assessment, 2127.

CLUBS—

- enjoining interference with by police, 2429.
- prohibiting liquor sale in, p2122n.
- as exempt from taxes, p5015n.

COAL—

- power of city to purchase, p2573n.
- right to, under streets, p2828n.
- bequest to prospect for, valid, 1129.
- regulating sale of, weight, 970.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

COAL—Continued.

regulating to prevent dense smoke, 918.
outside limits, not taxable, p4998n.

COAL DEALERS—

license tax on as discriminatory, p2226n.
license on wagons, p2251n.
power of municipality to go into business, 1809.
who may enjoin municipality engaging in business, p5340n.

COAL HOLES—

regulation of, 924.
falling into, city as liable, 2785, 2788, pp5692, 5635n.
falling into as contributory negligence, p5746n.
constructive notice of leaving open, 2814.

COASTING—

negligence in failing to protect from injury from, 2631, 2771.
permit for, city as liable for injuries from, 2752, p5639n.
liability where horse frightened by, 2783.

COCAINE—

regulating sale of, 922.

COLLATERAL ATTACK (see also "Officers")—

on allowance of claims, 2473.
on validity of ordinance, 798.
on creation of municipal corporations, 158.
on validity of annexation of territory, 290.
on franchises, 1686.
on municipal records, 624.
on proceedings to change corporate boundaries, p657n.
on proceedings for public improvement, 2010.
on purchases by city, 1124.
on sale by municipality, 1152.

COLLECTION—

of special assessments, 2131-2156.
of taxes, 2406.

COLLECTORS—

whether state or local officers, pp407, 408n.

COLLEGES, see "Universities."

COLLISION—

of fireboat, municipal liability, 2624.

COLLUSION—

between competitive bidders, 1246, and see "Bids."

COMBINATION, see "Collusion."

COMBUSTIBLES, see "Explosives."

COMFORT STATIONS—

defective plans for, p5420n.

COMMERCE, see "Interstate Commerce."

COMMERCIAL PAPER, see "Promissory Notes;" "Drafts," etc.

COMMERCIAL TRAVELERS, see "Interstate Commerce"

COMMISSIONERS (see also "Boards;" "Committees;" "Commissions")—

created by legislative act to control local affairs, 189.
civil service commission, 189.
bridge and highway district, 189.
Galveston commission act, 189.
for public purposes as *quasi* corporations, 111.
to regulate municipal affairs, pp438-443n.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

COMMISSIONERS—Continued.

whether under state or local control, p407n.
 whether officers or employees, p943n.
 to take charge of public improvements, 1819.
 special assessments, 2071-2073.
 to fill up ponds within city is for "municipal purposes," 110.
 power to employ attorney, p1090n.
 quorum a majority of, 595.
 signature of notice by two out of three, p4473n.

COMMISSION MERCHANTS—

lien of as giving right to sue for property destroyed, p5464n.

COMMISSION PLAN—

of municipal government, 92, 340, 341.

COMMISSIONS (see also "Brokers;" "Officers;" "Fees;" "Compensation")—

as evidence of appointment to office or public place, 464.
 to public officers, employees, agents, etc., 521.
 control over franchises, 1619.

COMMITMENT—

for violation of ordinance, 1090.

COMMITTEE (see also "Agents;" "Council;" "Officers")—

of city councils, creation and functions of, 615, 387, 59, pp1352, 1353n.
 acceptance of report of, 615, p1353n.
 power to investigate charges of corruption of members, p1353n.
 power to issue attachment for witnesses, p1353n.
 power to commit witness for contempt, p1353, 1356n.
 reference to, and report by, of pending bill or ordinance, 690.
 may be created by municipal corporation, p854n.
 quorum a majority of, 595, 615.
 power to make contracts, 1177, 615.
 power to employ attorney, p1089n.
 deed or lease executed by, 1147, p2527n.
 delegation of power to sell to, 1149.
 power to purchase for city, 1121.
 signature of warrant by part of, 2246.
 reports of, as evidence, 622.
 how action by, to be taken, p1267n.
 adopting report of as levy of special assessment, p4427n.

COMMON CARRIERS, see "Railroads;" "Street Railroads;" "Ferries;" "Mail."

COMMON COUNCIL see "Council."

COMMON LAW—

of England enforced in this country, p86n.
 creation of municipal corporation by, in England, 104, 120.
 powers of municipality under, 105.
 qualities of the corporation under, pp243, 244n.
 use of corporate seal under, 255, p577n.
 corporate meetings at, 576.
 presiding officer of municipal corporation under, 583.
 quorum under, 593-595, 598.
 of state, ordinances must conform to, 649.
 power of legislative body to commit, under, 616.
 rights of creditors of extinct corporation under, 310.
 dedication, see "Dedication."
 surface water rule, 2708.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

COMMON RIGHTS (see also "Personal Rights")—
restricting privilege of fishing in navigable river, 743.
relating to business regulations, 745.
forbidding carrying concealed weapons, 746.
forbidding renting of property to prostitutes, 746.
regulating scavenger work, 746.

COMMONS (see also "Parks;" "Public Squares;" "Plaza")—
meaning of, in incorporation, 134, p624n.
what are, 1558.
plat as dedication for, 1558.
sale of by municipality, 1140, 1141.
turning into base ball park, 1156.
misuser of, p3331n.

COMMONWEALTH, see "State."

COMMUNITY PROPERTY—
special assessment on, p4482n.
wife as necessary party to action, 2147.

COMPENSATION (see also "Officers;" "Special Assessments;" "Damages")—
municipal corporations cannot grant or allow extra, 185, 391, p865n.
of officers, see "Officers."
of teachers, 2444.
source of as determining whether officer servant of city, 2654.
right to, where property taken for public use, 1508, and see "Eminent Domain."
requiring as condition to grant of street franchise, 1645.
right of abutters to, see "Abutting Owners."

COMPETITION (see also "Bids")—
municipal ownership as unfair, 1786, 1787.
ordinances as preventing, 736.
for office, see "Civil Service Laws."

COMPLAINT, see "Pleading."

COMPLAINT OR INFORMATION TO ENFORCE POLICE REGULATIONS—
formal parts of, 1040.
contents, 1041-1052.
notice of ordinance, 1041.
showing jurisdiction, 1041.
alleging power to pass ordinance, 1042.
naming class to which municipality belongs, 1043.
pleading ordinance violated, 1046, 1047.
negating exceptions, 1048.
motion to quash, 1058.
second offense, allegation of, 1051.
sufficiency in specific cases, 1052.
joinder of offenses, 1049, 1050.
certainty required, 1044.
describing offense, 1044.
oral or in writing, 1045.
conclusion of, 1045.
verification, 1045.
amendment of, 1054.
waiver of defects in, 1055.
as commencement of prosecution for violation of ordinance, 1036.

COMPROMISE—
of claims against municipalities, 2479-2481, 367, p812n.
as a debt, p4699n.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

COMPTROLLER (see also "Payment")—

authority of, p1085n.

power to modify contract, p2768n.

countersigning contracts, 1179.

indorsement on ordinance or resolution making appropriations, 690.

CONCEALED WEAPONS, see "Weapons."

CONCERTS—

appropriations for public, 364.

CONCURRING CAUSES, see "Proximate Cause."

CONDEMNATION, see "Eminent Domain."

CONDITIONS (see also "Unsafe Streets")—

in dedications, 1545.

in deeds, 1122.

in consents of abutters to street franchises, 1640.

in municipal contracts, 1180, p2616.

in requests for bids on contracts, 1199.

on accepting dedication, 1590.

on delegating power to condemn, 1458.

on granting street franchise, 1644.

on vacating street, 1412, p3006.

to grant of saloon license, 1027.

to municipal donations, 2170.

bond recitals as estoppel to deny compliance with, 2339.

CONDITIONS PRECEDENT—

before suing, 2489, 2490.

presentation of claims against city, 2465.

before payment for public improvements, 1949.

to tax levy, 2361.

recital of in bonds, p4846n.

demand as, see "Demand."

to liability for unsafe streets, 2722, and see "Notice."

notice of accident as, 2714.

CONDONATION—

doctrine of, relating to removal from office, 556.

CONDUCTOR—

of railroad not a laborer, p955n.

CONDUITS—

franchise to use streets, 1624, p3377n.

police regulations, 1680, p3545.

requiring wires in, 1681.

underground regulations, 928, pp2013, 523n.

as additional servitude, 1709.

CONFIRMATION—

of appointment of officers and employees, 466, 591.

casting vote of mayor to confirm his own appointees, 591.

of special assessments, 2097-2103.

CONFISCATION (see also "Eminent Domain")—

rates as confiscatory, 1746, *et seq.*

CONFLICT OF LAWS, see "What Law Governs."

CONGRESS, see "Federal Government."

CONNECTIONS—

with public sewers, 1448-1450.

cutting off, by public service companies, see "Public Service Companies."

6 McQ.—56

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

CONSENT (see also "Franchises")—

- to use of streets, 1620.
- of abutters to street franchise, 1640.
- of owners to public improvements, 1856-1858.
- of property owners to erection of livery stable, 999.
- of taxpayers to bond issue, 2300.

CONSEQUENTIAL DAMAGES, see "Damages;" "Public Improvements."

CONSIDERATION—

- in purchase of property, 1110.
- recitals in bonds as to, 2337.
- failure or want of, as defense to action on bonds, 2355.

CONSOLIDATION—

- of municipal corporations, 299, 313, pp676, 677n, and see "Boundaries."
- title to act, pp369, 170n.
- effect on ordinances, 846.
- parties in actions where municipalities consolidated, 2494.
- of actions, proceedings to enforce ordinances, 1069.

CONSPIRACY—

- liability of municipality for, 2613.
- right to jury trial, 1064.

CONSTABLE (see also "Police")—

- as police officer, p5049n.

CONSTITUTIONAL CHARTERS—

- for cities and towns, authorized in certain states, 67.
- legislative control of cities with, 194.
- framed and adopted by people of municipal corporation, 323, p726n.
- direct amendment of, 346, 347.
- indirect or legislative amendment of, 348.
- special or local laws forbidden, 349.

CONSTITUTIONAL LAW (see also "Interstate Commerce;" "Impairment of Contracts;" "Classification;" "Legislature")—

- creation of municipality under constitutional provisions, 127.
 - provisions relating to legislative control of municipalities, 185-196.
 - title to act creating municipal corporations, 161-163.
 - authorizing cities to adopt their own government, 127.
 - municipal liability where acting under unconstitutional statute, 2637.
 - recitals as to in bonds, 2333.
 - provisions for payment of debts, 2173, 2174.
 - debt limit provisions, 2205, 2211.
 - prohibitions against municipal donations, 2171.
 - conferring power on municipality to tax, 2367.
 - restrictions on taxation, 2378-2387.
 - provisions authorizing recovery for injuries from grading, 1969.
 - provisions authorizing damages for change of grade, 1976.
 - validity of special assessment laws, 2019-2021.
 - statutes as to priority of special assessment liens, 2110.
 - personal assessments for local improvements, 2086.
 - front foot rule, special assessments, 2089.
 - provision that power to levy special assessments shall be vested in municipality, 2070.
 - constitution as authorizing recovery for injury from surface water, 2709.
- CONSTITUTIONALITY OF ORDINANCE** (see also "Constitutional Law")—
- chapter on, 740-793, vol. 2.
 - as impairment of obligation of contract, see "Impairment of Contracts."
 - as interference with commerce, see "Interstate Commerce."
 - ordinance must be constitutional, 740.
 - ex post facto* ordinance or retrospective in operation, 740, pp1609, 1610n.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

CONSTITUTIONALITY OF ORDINANCE—Continued.

- imposts or duties on imports or exports, 740, p1610.
- duty of tonnage, 740.
- abridging privileges or immunities of citizens, 740, p1611n.
- equal protection of law, 740, p1611n.
- discriminating against non-resident in occupation and residence tax, 740.
- depriving persons of liberty, 740.
- taking property without due process of law, 740.
- ordinance in derogation of common rights, 740.
 - meaning of common rights explained, 741.
 - use of private property, 742.
 - use of public property; streets, 743.
- ordinance in conflict with state constitution, 740.
- taking or damaging private property, 744.
- oppressive regulations explained and illustrated, 745.
- relating to individual liberty, 746, 941.
- discriminating on account of class, race, religion, sect, etc., 747.
- San Francisco queue ordinance, 748.
- regulating personal association, employment, discriminating as to sex, etc., 749.
- personal liberty, drunkenness, 750.
- respecting mode of trial, 751.
- office may be changed or abolished, 752.
- ordinance denying preliminary examination, 941.
- police ordinances, questioning, 796.
- unconstitutionality of ordinance as defense, 1079.
- objections to, must be specific, 811.
- how to be tested, 811.

CONSTRUCTION (see also "Words and Phrases")—

- of powers of municipal corporations, 353.
 - reasonable construction, 354.
 - effect of specific enumeration of power in enactment of ordinances, 356.
 - of power "to regulate," 356.
- in distinguishing mandatory from discretionary powers, 380, 381, pp836, 839n.
- how influenced by usage and custom, 369, 370.
- of grant of power to aid railroads and private corporations, 395.
- of municipal charters, 343, 344.
- of plats and maps, 1558.
- of eminent domain statutes, 1463.
- of condemnation procedure statutes, 1531.
- of debt limit provisions, 2205.
- of street franchises, 1652.
 - as exclusive, 1635.
- of grant to impose license taxes, 987.
- of statutes granting power to levy taxes, 2371.
- of exemptions from taxation, 2400.
- of contracts, 1268.
- of public improvement contracts, 1923.
- of contractor's bonds, 1966.
- of power to levy special assessments, 2023.

CONSTRUCTION OF ORDINANCES—

- should be reasonable, 811.
- duties relating to same subject to be construed, 811.
 - should be favorable to public, 811.
- application of rule *ejusdem generis*, 811.
- of specific enumeration as to penalties, 710.
- title as aid, 812.

CONSTRUCTION OF ORDINANCES—Continued.

preamble, consideration of, 812.
penal ordinances, 814, 817-820.
construction of rules and terms, 815.
 gender and number, p1741n.
 transposition of words, p1742n.
 punctuation, p1742n.
 under the English law, p1743n.
where ordinance void in part, 816.
illustrations, 817, 818.
 who liable, landlord or tenant, 819, 820.
limiting ordinance as to speed of train to certain territory, 661.
limiting operation of ordinances as to sale of liquor, 662.
judicial limitation of operation of ordinance, 662.
ordinance operating in public or particular place only, 663.
ordinance applying to part or street only, 664, 665.
of improvement ordinances, 1897.

CONSTRUCTIVE NOTICE, see "Notices."

CONTAGIOUS DISEASES, see "Health;" "Hospitals."

CONTEMPORANEOUS CONSTRUCTION—

or ordinance or law, 818.

CONTEMPT—

power of municipal courts to punish for, 1030, p2292n.
power of council or legislative body to commit for, 618.
power of committee to commit witness for, pp1353, 1356n.
power under common law of England, 618.

CONTIGUOUS—

when property is, 2059, 276, pp623n, 628n.

CONTINGENT DEBTS—

as within debt limit provisions, 2218.

CONTRACTS (see also "Franchises;" "Officers;" "Municipal Bonds;" "Warrants")—

chapter on, 2559-2777, vol. 3.
control of by legislature, see "Legislature."
letting to highest bidder, see "Bids."
impairment of obligation of, see "Impairment of Contracts."
interference with commerce, see "Interstate Commerce."
of municipal corporations in England, 59.
offer and acceptance, p2563n.
consideration, 1163.
essentials, 1164.
ordinance as, 1165, 753-770.
notice of limitations of power to make, 1166.
power of municipality to make, 1167.
 implied power, 1167, p2574.
 contracts prohibited, 1168.
 contracts limiting legislative power, 1169.
 contract to perform public duty, 1170.
 debt limits, 1171.
 ultra vires, what is, 1172.
 ultra vires, effect of, 1172.
power to make cannot be delegated, 382, 1822, p3911n.
power of board of education to make, 2437.
making of, under Des Moines plan of city government, 341.
municipal discretion in awarding, 379.
legal services, contracts for, 1173-1177.
 extra legal services, 1174.

CONTRACTS—Continued.

- contingent fee, 1175.
- interest of municipality, 1176.
- who may make, 1177.
 - mayor, 1177, 387, p2601.
 - city attorney, 1177, p2602.
 - committees, 1177, p2602.
- effect where made by wrong officer, 1178.
- mode of making, 1179.
 - necessity for ordinance, 1179, 636, 634, p2611.
 - signature, 1179, p2613.
 - counter signature, 1179, p2613.
 - seal, 1179, 256, pp2615, 580n.
 - necessity for writing, 1179, p2615.
- conditions precedent to, 1180.
 - appropriation, 1180, p2618.
- irregularity in entering into, effect of, 1180.
 - recovery on *quantum meruit*, 1181.
- not affected by change of corporate boundaries, 298.
- fraud, 1246.
- bribery, p2711n.
- conspiracy, 1246.
- mutual mistake, 1246.
- contracts to procure legislation, void, 1247.
- contracts creating monopolies, void, 1248.
- invalidity in part, effect of, 1250.
- presumption of validity of, 1251.
- contracts between municipality and its officers, 1252, 1257, 513, 599, 443, p989n.
- duration of, 1253, 1720.
- as binding successors, 1254.
- ratification of, 1255-1262.
 - power to ratify, 1256.
 - where municipal officer interested, 1257.
 - mode of ratifying, 1258.
 - knowledge as condition to, 1259.
 - who may ratify, 1260.
 - by legislation, 1261, and see "Curative Statutes."
- estoppel to deny validity of, 1255, 1256.
- implied contracts, 1262-1267.
 - right to recover on, 1262.
 - contracts with officer, 1265.
 - use of property, 1266.
 - rendition of services, 1266.
- construction of, 1268, 1721.
- performance of, what constitutes, 1269, 1722.
- breach of as debt, p4699n.
- waiving time of performance by resolution, 636.
- rescission of, 1270, 1723.
- setting aside, 1271.
- modification of, 1272, 1723.
- assignment of, 1273.
- remedies, 1274-1277.
 - recovery of money paid, 1275.
 - invalidity of as defense by contractor, 1276.
 - restoration of benefits in equity, 1277.
- right of municipality to sue and be sued on, 2488.
- personal liability of municipal officers on, 538.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

CONTRACTS—Continued.

official liability in awarding, 536, p1167n.
 officer interested in, criminal liability, 550.
 mandamus to compel award of, 2562.
 taxpayer's suits to prevent making or performance of, 2593, 801, 803.
 power to condemn, 1494.
 limiting hours of labor on, 981, and see "Hours of Labor."

Particular Contracts.

municipal charter as, 165, p121n.
 licenses as, 712.
 license tax as, 993, p1550n.
 grant to use streets as, 1616, 1636, 1637, 1672.
 as a grant of right to use streets, 1622.
 conditions in street franchise as, 1649.
 ordinance fixing street grade as, p3695n.
 between municipality and grantee of street franchise, 1717-1725.
 as to rates of public service companies, 1738.
 not to regulate rates, 1738.
 not to condemn property, 1457.
 for exemption from taxes, 2399, p5011n.
 for exemption from special assessments, 2069.
 in connection with municipal ownership of public utilities, 1798.
 with independent contractors, stipulations in as exempting municipality from liability, 2664.
 to repair street as excusing municipality from duty to do so, 2728, p5606n.
 with teachers, 2441.
 giving exclusive right to remove dead animals, garbage, etc., 914.

For public improvements.

power to make, 1901.
 notice of extent of power to make, 1902.
 who may make, 1903.
 mode of making, 1904.
 necessity for, 1840.
 competitive bids for, 1185-1195, 1905, and see "Bids."
 necessity for writing, 1906.
 mere irregularities, effect of, 1907.
 for benefit of another, 1908.
 conditions precedent, 1909.
 validity of, 1910-1912.
 fraud in, 1910.
 increasing cost of work, 1911.
 guaranty of work and stipulations for repairs, 1912.
 where covering several improvements, 1913.
 one contract for one improvement, 1914.
 recovery where contract void, 1915.
 to be referred to council committee, 690.
 estoppel to deny validity of, 1916.
 conformity to specifications, 1917.
 conformity to provision authorizing improvement, 1918.
 approval of, 1919.
 ratification of, 1920.
 modification of, 1921.
 assignment of, 1922.
 construction of, 1923.
 forfeiture and restoration of, 1924.
 performance of, 1925-1941.
 substantial performance, 1925, 1926.

CONTRACTS—Continued.

- waiver of defects, 1927.
- excuse for defects, 1928.
- acceptance of work, 1929, 1930.
- delay and waiver thereof, 1931.
- partial performance, effect, 1932.
- time for, 1933.
- extension of time for, 1935.
- abandonment or rescission of, 1934.
- completion by municipality where abandoned, 1936.
- rights of third persons, 1937.
- certificate of proper performance, 1938-1941.
- payment for work under, 1942-1953.
- extra pay for extra work, 1946.
- time and method of payment, 1947.
- from special assessments, 1948.
- out of special fund, 1950.
- conditions precedent to, 1949.
- interest, 1952.
- liens created by work under, 1954-1958.
- bond to perform, 1959-1966.

CONTRACT ORDINANCE—

- defined, 639.
- may combine police regulations, 642.
- amendment of, 823.
- repeal of, 826, 827.

CONTRACTORS—

- as servants of city, p5472n.
- liability of municipality to, 1942, *et seq.*, and see "Contracts;" "Public Improvements."
- liability for injuries from public improvements, 1984.
- forbidding working of laborers over eight hours, 981.
- bonds of, 1959-1966.
- not a laborer, p955n.
- municipal liability for acts of, 2662-2664.
 - negligence of as defense where street unsafe, 2750, p5632n.
 - duty to repair or guard street as excusing municipality, 2728.
 - duty of city to guard dangers in street created by, 2796.
 - duty of city to guard excavations of, as dependent on notice, 2808.
 - failure of to place lights on excavations, city as liable, 2805.

CONTRIBUTORY NEGLIGENCE—

- injury from unsafe streets, defense to, 2820, pp2033, 2034n.
- ordinary care is test, 2821.
- amount of care distinguished from degree of care, 2822.
- amount of care as dependent on circumstances, 2823.
- right to assume that street is safe, 2824.
- duty to observe patent defects, 2825.
- effect of knowledge of defects or dangers, 2826.
- forgetfulness, 2827.
- choice of ways, 2828.
- traveling at night, 2829.
- injuries from mobs, 2650, p5467.
- injury from construction or nonrepair of sewers, 2695.
- pedestrian not on sidewalk or crosswalk, 2830.
- crossing street other than on crosswalk, 2831.
- pedestrian outside limits of street, 2832.
- negligence as attributable to persons under disability, 2833.
- children as negligent, 2834.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

CONTRIBUTORY NEGLIGENCE—Continued.

blind or infirm persons, 2835.
intoxicated persons, 2836.
women, 2837.
particular acts as contributory negligence, 2838.
imputed negligence, 2839.
burden of proof, 2840.
question of law or fact, 2841.

CONTROL—

right to as determining whether municipality liable for torts of officer, 2653.
reservation of by municipality on contracting with contractor, 2663.
of municipal property, see "Corporate Property."

CONVENTION HALL, see "Auditorium;" "Public Utility."

CONVERSION—

liability of municipality for, 2611.

CONVEYANCES—

of municipal property, form, etc., 1147, and see "Deeds;" "Mortgages."

CONVICTS, see "Jails;" "Prisoners."

CONVICTION—

judgment of, for violating ordinance, 1088.

COOK—

of hotel, not laborer, p955n.

CORPORAL PUNISHMENT—

infliction of, p1558n.

CORNICES—

regulation of, and liability for, 924, pp2890n, 2905n.

CORPORATE ACTS—

confirming prior, by resolution, 636.

CORPORATE AFFAIRS—

ordinances must relate to, 672.

CORPORATE ASSEMBLY—

at common law, presence of legal head officer required at meetings, 583

CORPORATE AUTHORITIES—

who are, 2070, 2383, p3443n.

CORPORATE BONDS, see "Municipal Bonds."

CORPORATE BOUNDARIES, see "Boundaries."

CORPORATE CHARTER, see "Charter."

CORPORATE CONTRACTS, see "Contracts."

CORPORATE COURTS, see "Municipal Courts."

CORPORATE DUTIES (see also "Public Purposes")—

liability for torts in connection therewith, 2622.

what are, 2625, *et seq.*

repair of streets as, 2720, 2721.

CORPORATE EXISTENCE, see "Dissolution of Corporation."

CORPORATE MEETINGS, see "Meetings."

CORPORATE NAME—

municipal charter usually contains, 321.

omission of, not fatal, 321.

element of a municipal corporation, 104, 118.

is necessary, how acquired, 248.

usual style of, 249.

misnomer or variation, 250, p569n.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

CORPORATE NAME—Continued.

- in actions and proceedings, variance, 251, 252, p573n.
- amendment, 253.
- change of, 254, pp274-276n.
- change of, will not dissolve corporation, 298.

CORPORATE POWERS, see "Powers of Municipal Corporations."

CORPORATE PROPERTY (see also "Parks;" "Wharves," etc.)—

- held by municipality in trust, see "Trustees."
- chapter on, 1102-1162, vol. 3.
- power of municipality to acquire, 1105, 106.
- real estate, 1105.
- property mortgaged, 1106.
- power to purchase at judicial and tax sales, 1107.
- property outside municipality, 1108, 802.
- fire engines, etc., 1109.
- consideration for, 1110.
- unincorporated, cannot acquire, 1111.
- land under water, 1112.
- lease, power to, 1113.
- purposes for which may be acquired, 1114, 1115.
- buildings, power of municipality to erect, etc., 1116, 1117.
- how acquired by municipality, 1118.
- gifts to, 1119.
- conditions precedent, 1120.
- who may purchase for municipality, 1121.
- fee simple title, power of municipality to take, 1122.
- deed of, construction as to extent of title, 1122.
- reversion to grantor, 1122.
- joint tenancy, 1123.
- tenants in common, 1123, 2171.
- ordinance depriving use of, 443.
- purchase, who may question, 1124.
- ultra vires* purchase, who may attack, 1124.
- building restrictions, 948, 949, 1125.
- insurance of, 1126.
- change of use of, 1127, 1433.
- disposal of by municipality, 1140-1152.
- property devoted to public use, 1141.
- streets, 1141.
- parks, 1141.
- waterworks, 1141.
- lighting system, 1141.
- property donated for specific purposes, 1142.
- directing conveyance of, by resolution, 636.
- voting for fraudulent disposition of, 550.
- statutory power to dispose of, 1143.
- mortgage of, 1144.
- pledge of, 1144.
- lease of to third persons, 1145.
- wharves, 1145, p2521.
- buildings, 1145, pp2522-2524.
- donations of by municipality, 1146.
- sales of, conditions precedent, 1147.
- who may make conveyance, 1147.
- mode of executing deeds, 1147, p2529.
- advertising sale, 1148.
- delegation of power to sell, 1149.
- presumptions in favor of, 1150.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

CORPORATE PROPERTY—Continued.

- ratification of, 1151.
- setting aside where *ultra vires*, 1152.
- collateral attack on, 1152.
- loss of title to by adverse possession, 1158.
- estoppel to assert title to, 1159.
- as exempt from execution, 1160.
- mechanic's liens against, 1161.
- taxing of, 1162.
- on change of corporate boundaries, 294.
- sewers as property of city, 1447.
- taxpayer's suits to recover, 2582.
- liability for torts connected with ownership of, 2672-2688.
- special assessment as lien on, p4488n.
- legislative control of, p501 *et seq.*, and see "Legislature."
- transfer to another class of public officers, 225.
- regulation of, see "Police Power."
- department of, under Des Moines plan of city government, 341.

CORPORATE PURPOSE, see "Public Purpose."

CORPORATE RECORDS, see "Records."

CORPORATE SEAL, see "Seal."

CORPORATE USE, see "Public Purposes."

CORPORATIONS—

- what are, p5389n.
- term as including "municipal" corporations, pp264, 5389n.
- municipal, see "Municipal Corporations."
- private, see "Private Corporations."

CORPORATION COUNSEL, see "Law Department."

CORPORATORS—

- right to sue municipality for tort, 2619.
- increase or decrease in number of, as dissolution of municipality, 298.

CORRECTION—

- of special assessments, 2097-2103.

CORRUPTION (see also "Bribery")—

- liability of public officer for, 536, p1166n.

CORRUPT PRACTICES—

- as disqualification to hold office, 443.

CORRUPT PRACTICES ACT—

- proceeding to oust officer under, p1027n.

COST—

- as fixing value, regulation of rates, 1752, 1753.

COSTS (see also "Penalties")—

- in actions by or against municipalities, 2501.
- in prosecution for violation of ordinance, 716, 1070.
- no part of penalty, 716.
- unknown to common law, 716.
- of abatement of nuisances, 904, p1931n.
- recovery of, in abating nuisances, p1932n.
- in actions, official liability for, pp1170, 1171n.

COTTON—

- requiring merchants to keep daily record, p2135n.
- forbidding throwing bales from upper floor, p1916n.

COUCH—

- carrying on head as contributory negligence, p5747n.

COUNCIL (see also "Ordinances;" "Officers;" "Quorum;" "Legislature")—

records of, see "Records."

sometimes composed of two houses, branches or boards, 573.

where single chamber and bicameral system exists, 573.

number, election and terms of members, 573.

usual functions of, 573, p1265n.

in Des Moines, 341.

in Los Angeles, 338.

in St. Louis, 325, 338.

in English cities, 59, 81.

in German cities, 73, 74, 75.

in France, 77, 78.

in Belgium, 79.

notice to members of, of defect in street, 2810.

knowledge of part of as knowledge of all, 1259.

inquiring into motives of, in taxpayer's suit, p5319n.

estoppel of to assert illegality of ordinance, 2588.

when term expires, p1279n.

as continuous body, 604.

control of in equity as trustee, p1261n.

writ of prohibition against, 2516.

action against part of, 2494.

liability of city for torts of, 2628.

contracts of members with municipality, 1252, 2598.

sale of bonds to, p4867n.

Powers.

usual powers and functions of, 573, p1265n.

power to enact ordinances, 671.

power to act in making contracts, 1177.

power to modify contract, 1272.

power to create offices and situations, 635.

power over municipal officers and departments, p1085n.

power to judge of election and qualification of members and other municipal officers, 471.

power to remove municipal officers, 555.

authorized to employ attorneys, 502, p1090n.

council committee, p1089n.

power to fine for violation of ordinances, p2290n.

power to appoint police, 2419.

ordering fire department to participate in parade, p1085.

may employ aid of agents and committees, 387.

right of members to sue to enjoin *ultra vires* acts, 2494.

right of members to sue for injury from unsafe streets, 2755.

Delegation of powers by.

general rule, 383.

of power to tax, 2375.

of power to grant street franchises, 1628.

of power to call election, 2196.

of duty to sell bonds, 2303.

of power to license and impose license taxes, 998.

to committee of power to contract for hydrant, p3893n.

of power to approve notes, 2161.

of power relating to public improvements, 1822.

of investigation as to propriety of public improvement, 1830.

of power to fix street grades, 1843.

of authority to make special assessments, 2070.

Meetings and proceedings of.

meetings, 580.

de facto councils and officers, 581.

COUNCIL—Continued.

- conflicting councils, injunction, 582.
- presiding officer, 583, 584.
- right to preside as franchise, 585.
- duties of presiding officer, 586.
- signing of bills by presiding officer, 587.
- when mayor's approval of proceedings necessary, 588.
- mayor's approval to be in writing, 589.
- casting vote by presiding officer, 590.
- casting vote of mayor to confirm his own appointees, 591.
- quorum, 592-600, and see "Quorum."
- how quorum affected by interest of members, 599.
- majority necessary to pass ordinances, 1882.
- must act as an entity or board, 574.
- special meetings, notice, 601.
 - method of calling, 601, pp1320, 1322n.
 - presumptions as to regularity, p1322n.
- power to adjourn meeting, 602.
 - when members bound to take notice of adjournment, 602.
- business that may be transacted at adjourned meeting, 603.
- council as continuous body, 604, pp1328, 1329n.
- action of legislative body consisting of two branches, 605.
- rules for conducting business, preliminary law, 606.
- mandatory and directory provisions, 607.
- taking yeas and nays, see "Yeas and Nays."
- reading bills on different days, 610.
- ratification of void acts, 611.
- general power as to reconsideration, 612.
- power to rescind prior acts, 613.
 - rescinding votes in electing and appointing officers, 614.
- committees, appointment and report of, 615, and see "Committees."
 - delegation of power to, 615, p1352n.
 - powers of committees, 615, pp1352, 1353n.
 - acceptance of committee report, 615, pp1352, 1353n.
- quorums and majorities, 615.
- power to commit for contempt, 616.
- compelling acts of, see "Mandamus."

COUNTERCLAIM—

- in action to enforce special assessments, 2153.
- in action for water furnished, p3679n.

COUNTERSIGNATURE—

- of municipal contracts, 1179, pp2613, 4111n.
- of warrant, special assessment, p4486n.
- withdrawal of, p2765n.

COUNTY—

- organization of, in United States, 64, 65.
- similar to English shire, 65.
- as public corporation, 106.
- usually designated quasi corporations, 111, pp273, 276n.
- general characteristics and functions of, 112.
- how differ from municipal corporations, 112.
- limitation of legislative power relating to, 186, p535n.
- constitutional limitations of powers of, 186.
- cannot subscribe to capital stock of corporations, 186.
- are restricted as to indebtedness, 186.
- power to enact ordinances, p1458n.
- dedication of and to, by city, p2525n.
- in which municipality may be sued, 2491.

COUNTY—Continued.

adjustment of accounts with, 2182.
liability for torts, 2605, p5380n.
what is county business, p398n.

COUNTY COMMISSIONERS—

must act as board, p1267n.

COUPONS (see also "Municipal Bonds")—

what are coupon bonds, 2266, 2267.
power to attach to bonds, 2273.
are negotiable, 2273.
interest on, 2272.
constructive notice where matured, 2324.
actions on, see "Municipal Bonds."

COURTS (see also "Municipal Courts;" "Judicial Notice;" "Questions of Law and Fact;" "Trial")—

powers of, as matters of state regulation, 186.
control over discretionary powers, 376, 377, pp828-830n, and see "Discretion."
limitation of rule of non-judicial interference, 378, 379.
mandatory and discretionary powers distinguished, 380, 381.
incorporation of municipal corporations by, 136, 137, 139.
petition for, 141.
classification of signers, 142.
right to withdraw signers, 143.
notice of pendency of proceeding to incorporate, 144.
hearing of application to incorporate, 145.
court order of incorporation, 146.
inherent power to declare forfeiture of municipal charters, 308.
requiring inspection of municipal records, 630.
may order amendment of municipal records, mandamus, 628, 629.
implied contract to pay hire for court room, p2754n.
necessity for public improvement, review of, 1834.
power over public improvements in general, 1817.
power to fix rates, 1747.
recitals in bonds, state courts compared with federal, 2327, 2328.
decisions as to bonds, reliance on by purchasers, 2312.
decisions of as notice to bond purchasers, 2322.

COURT HOUSE—

power to expend money for, 2169, p4595n.
power to purchase land for, 1105.
compelling city to erect, p3900n.
lease of rooms in, 1146.
use of public park for, 1157, p2537n.
municipal liability for torts, 2674.

COURTYARDS—

power to condemn for, p3121n.

COVENANTS—

in deed by municipality, 1147.

COVERS—

smooth iron, city as liable for slipping on, 2785, and see "Catch Basins."

COW STABLES—

power to regulate and prohibit, 909.

CRACK LOO—

gambling device, p2113n.

CREATION OF MUNICIPAL CORPORATION, see "Municipal Corporations."

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

CREDIT—

legislature may forbid municipal corporations from lending, 185.
power of city to purchase on, p2456n.
power to purchase on, not power to borrow, 2160.
situs of for taxation, 2390.

CREDITORS (see also "Dissolution of Municipal Corporations;" "Funds;" "Impairment of Contracts;" "Claims;" "Warrants;" "Mandamus")—

evidence to prove municipal records to preserve rights of, 624, 625.

CREEKS—

forbidding fouling of waters of, 916, and see "Watercourses."
diverting from channel, to abate nuisance, p1963n.

CREMATORIES—

regulation of, 906.

CRIME (see also "Indictment;" "Rewards")—

what is, 1064.
public crimes distinguished from violations of municipal police regulations, 1063.
municipal liability for, 2519-2524.
action to enforce police regulations as civil or criminal, 1034, and see "Actions to Enforce Police Regulations."
conviction of, as disqualification to hold office, 443, p989n.
public nuisances, 900.
destruction of property used to commit, p1891n.
failure to advertise for bids as, 1185.
liability of officers, agents and servants, 550.
injunction to prevent, 805.

CRIPPLES—

use of street by, negligence of, p5758n.

CROSSINGS—

railway, as actionable defects in street, 2780.

CROSSWALKS—

part of street, 1280.
distinguished from sidewalk, p2797n.
special assessments for, p4352n.
liability for absence of, 2747.
injury from where unsafe, 2747, 2790-2794.
compared with sidewalk, 2790.
defects in construction, 2792.
holes and excavations, 2793.
snow and ice, 2794.
bridge over drain, p5628n.
guarding holes or excavations near, p5708n.
obstructions near, city as liable, p5666n.
unsafe, injury to one driving, 2780.
amount of care by traveler in use of, 2823, p5741n.
crossing street other than at crosswalk as negligence, 2831.

CRUELTY TO ANIMALS—

forbidding, 974, 887, and see "Animals."
arrest for without warrant, p2321n.

CUL DE SAC—

dedication, p3208n.
as street, 1280.
obstruction making, 1383, p2957.
vacation of street, in case of, 1408.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

CULVERTS—

what are, 2690, p3019n.
municipality liability for, 2700, 2702, 2703.
as defect in street, 2765.
across street, injury from to traveler, city as liable, p5675n.
failure to examine timbers of for 20 years as negligence, p5731n.
driving too close to as negligence, 2838.

CURATIVE STATUTES—

as special or local laws, 214.
ratifying municipal contracts, 1261.
ratifying unauthorized debts, 2176.
validating debts in excess of debt limit, 2207.
validating municipal bonds, 2310.
validating grant of right to use streets, 1626.
validating plats, 1540, p3202.
validating public improvements, 1894, p3904n.
validating ordinances, 707, 1081.
 railroad aid, 708.
 for collecting taxes, 709.
where vacation of street invalid, 1420.
change of corporate boundaries, 292.

CURB—

space between sidewalk and, duty to keep safe, 2746.
obstructions between sidewalk and, city as liable for injury, 2768.
walking on space between sidewalk and, as negligence, 2829, p5755n.

CURBING—

ownership of, when dug up, 1324.
injury from leaving in street, 2781.
special assessments for, 2028, 2029.

CURBSTONE (see also "Stepping Stones")—

injury from, city as liable, pp5685, 5674n.

CURFEW ORDINANCE—

under general powers, 746.

CURRENT EXPENSES—

as within debt limit provisions, 2215, 2219.

CUSTODY (see also "Officers;" "Records")—

of ordinances, where, 696.

CUSTOM, see "Usage."**D.****DAIRIES (see also "Milk")—**

power to regulate and prohibit, 909.

DAM—

municipal liability where cause of overflow, p5558n.

DAMAGES (see also "Abutting Owners;" "Eminent Domain;" "Public Improvements")—

action for breach of contract, 1274.
for award of contract to one not lowest bidder, 1241.
against public service company for failing to supply, 1775.
for wrongfully enforcing tax, 2411.
for refusal to levy tax, p4973n.
recovery of after discontinuance of condemnation, 1505.
for vacation of street, 1405.
deduction from benefits, special assessments, 2093.
injury from mob, p5466n.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

DAMAGES—Continued.

action to recover, for raising street grade, 848.
liability of connecting carriers for, as interference with commerce, 790.
appointing commissioners to assess, to be by ordinance, 634.
consequential, from public improvements, 1967-2002, and see "Public Improvements."
from surface water, 2708-2711.
measure of, resulting from public improvements, 1991.
necessity for special, to recover for injury from defective street, 2764, and see "Abutting Owners."

DANCING SCHOOLS—

regulating, 977.

DANGER SIGNALS—

requiring servants on cars and trains to give, 954.

DATE—

municipal bonds, 2293.
"date of issue" defined, p4843n.
warrants, p4758n.
special assessment warrants, p4541n.
recitals as to in bonds, p4886n.
of passage, pleading ordinances by, 851.
error in, as to passage, in publication of ordinance, 865.

DAY LABORERS—

defined and illustrated, 429, pp954-956n.
selection of, by officer, 635.

DEAD—

taking care of, as municipal function, 322, and see "Cemeteries."

DEAD ANIMALS—

as nuisances, 913, 744.
property rights of owner in, protected, 913, pp1955, 1956n.
requiring permit or license to remove, 913, 1017.
granting exclusive right to remove, 914.

DEAF AND DUMB—

providing for, as municipal function, 322.

DEATH BY WRONGFUL ACT—

liability of municipality for, 2618.
defective sewer as cause of, 2698.
necessity for notice of accident, 2714.

DEBRIS—

as proximate cause, p5769n.

DEBTS, see "Indebtedness."**DEBT, ACTION OF—**

to recover penalty for violation of ordinance, 1033.
to collect license tax, 1007.
to recover special assessments, 2133.

DEBT LIMITS—

debt limit provisions considered as a whole, 2205.
limiting indebtedness to income and revenue for current year, 2206.
debt limits prescribed by legislature, 2207.
debt limits governed by charter, 2208.
additional debt limit for water, sewers, lights, etc., 2209.
indebtedness incurred before first assessment, 2210.
operation and effect of constitutional provisions, 2211.
time when validity of contract in excess of limit determined, 2212.
to what municipalities provisions apply, 2213.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

DEBT LIMITS—Continued.

debt as of another political division having same or conflicting territory, 2214.
as conferring power to become indebted, p4588n.
provisions applicable to bonds only, 2284.
recitals in municipal bonds as to, 2341, 2342.
purchasers of bonds, notice of, 2319.
indebtedness defined, and what constitutes, 2215.
right to compel payment as affecting existence of, 2216.
indebtedness arising *ex delicto*, 2217.
contingent debts, 2218.
current expenses, 2219.
debts in anticipation of collection of revenues, 2220.
option to purchase as creation of debt, 2221.
duty to repay moneys as indebtedness, 2222.
mortgage or pledge, without personal liability, as, 2223.
interest as, 2224.
judgment against municipality as, 2225.
funding or refunding debts as creation of, 2226.
effect of money in treasury to meet liabilities, 2227.
liabilities payable out of special fund only, 2228.
obligations payable from special assessments, 2229.
liability payable solely from income of property, 2230.
fund created by levy of tax, 2231.
time when indebtedness arises, 2232.
contracts for payments for a term of years, 2233.
evading debt limit provisions, 2234.
by taking lease instead of purchasing, 2235.
assessed value of property as basis of calculation, 2236.
computation of amount of indebtedness actually outstanding, 2237.
sinking funds, 2238.
effect of exceeding debt limits, 2239.
effect upon municipal acts in general, 2240.
taxpayer's suits to prevent debts exceeding, 2595.

DECAY (see also "Perishable Food")—

duty of city to take notice of tendency of wood to decay, 2815.

DECEIT, see "Fraud."

DEDICATION—

chapter on, 1538-1612, vol. 4.
definition and nature, 1538.
kinds of, and distinguishing characteristics, 1539.
statutory dedications, 1540.
parties to, 1541.
necessity for specific grantee, 1542.
power of municipality to dedicate, 1146.
purposes for which, proper, 1543.
property which may be dedicated, 1544.
conditions and reservations by dedicator, 1545.
estoppel to assert, 1594.
estoppel to deny, 1595.
right to revoke, 1592.
rededication, 1593.

Who May Dedicate.

owner, 1546.
agent, 1547.
corporations, 1548.
persons acting in representative capacities, 1549.
persons under disability, 1550.

DEDICATION—Continued.

- married women, 1551.
- lessors, lessees, and life tenants, 1552.
- tenant in common, 1553.
- mortgagor, grantor in deed of trust, vendors, 1554.
- holder of equitable title, 1555.

Plats and Maps.

- definition and effect, 1556.
- sufficiency of description, 1557.
- construction of, 1558.
- purchasers having rights as limited to abutters, 1559.
- vacation of plat, 1560.

Intention to Dedicate.

- necessity for, 1561.
- how shown, 1562.
- user as showing, 1563.
 - permissive user, 1564.
 - time of user, 1565.
- blanks on plat or map as showing, 1566.
- showing absence of, 1567.
- intent must be clearly indicated, 1568.
- presumption as to, 1569.
- sufficiency of evidence to prove, 1570.
- evidence admissible to show, 1571.
 - testimony of dedicator as to, 1572.
- intent as question of fact, 1573.

Acceptance.

- power to accept, 1574.
- necessity for, 1575.
 - statutory dedication, 1576.
 - necessity where sale of lots with reference to plat, 1577.
 - when will be presumed, 1578.
- acceptance as necessary to make city liable for unsafe streets, 2733.
- mode and sufficiency of, 1579.
 - by acts of municipal officers, 1580.
 - bringing action relating to land dedicated, 1581.
 - user by public, 1582.
- acceptance by user as affected by statutes, 1583.
- statutory or charter provisions as to mode of, 1584.
- acts showing intention not to, 1585.
- sufficiency of evidence to show, 1586.
- time for, 1587.
- estoppel to accept or enforce dedication, 1588.
- acceptance of part as acceptance of all, 1589.
- acceptance as subject to conditions, 1590.
- acceptance as question of fact, 1591.

Rights and Title Acquired or Affected.

- persons to whose benefit dedication inures, 1596.
- effect of in general, 1597.
- effect of on rights of dedicator, 1598.
- rights acquired by citizens in general, 1599.
- title acquired by, 1600.
 - title acquired by statutory dedication, 1601.
- rights and title acquired by municipality, 1602.
- right of dedicator to sue, 1603.
- right of municipality to sue, 1604.
- rights of purchasers and abutters, 1605.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2856.)

DEDICATION—Continued.

Misuser and Abandonment.

- misuser or diversion of property dedicated, 1606.
- sale or lease of, 1607.
- power of legislature to authorize, 1608.
- change of use by consent, 1609.
- what constitutes abandonment, 1610.
- statutory provisions as to failure to open or work streets within specified time, 1611.
- effect of abandonment or misuser, 1612.

DECLIVITIES—

- railings to protect from, 2800.

DEEDS (see also "Corporate Property;" "Seal;" "Trusts;" "Mortgages;" "Covenants")—

- of municipal property, how executed, 1147, p2527n.
- to city, title conveyed, 1122.
- as dedication, 1539, p3244n.
- recitals in as estoppel to attack special assessment, 2122.
- to avoid special assessments, 2116.

DE FACTO CORPORATIONS—

- municipal corporations as, 151.
- when *de jure* successor is liable for acts of, 311.
- issuance of bonds by, 2354.
- state may dissolve, p685n.
- quo warranto* to test existence of, 2530.

DE FACTO COUNCILS—

- validity of action by, 581.

DE FACTO OFFICERS (see also "Officers")—

- liability for torts of, 2659.
- notice to of defect in street, 2810.

DEFAULT—

- as cause for removal from office, 556.

DEFAULTER—

- disqualified from holding office, p990n.

DEFECTS (see also "Unsafe Streets")—

- as including obstructions, p5655n.

DEFENDANT, see "Parties."

DEFENSES—

- to actions in general, 2498.
- to actions on municipal bonds, 2350-2356.
- to actions on warrants, 2259.
- to actions on contractors' bonds, 1965.
- to actions to enforce special assessments, 2152.
- in proceedings to enforce ordinances, 1079-1086.
- to liability for unsafe streets, 2730.
- negligence of defendant, see "Contributory Negligence."

DEFINITIONS, see "Words and Phrases."

DELAY, see "Laches;" "Public Improvements;" "Special Assessments;" "Ratification;" "Estoppel."

DELEGATES, HOUSE OF—

- under St. Louis charter, 334, 325.

DELEGATION OF DUTY—

- to keep streets safe, 2728.
- to guard excavations in street, 2802.

DELEGATION OF POWERS—

- by legislature, see "Legislature."
- by common council, see "Council."
- by municipality in general, 382-387.
- public powers cannot be surrendered or delegated, 382.
- duties imposed upon particular offices and officers cannot be delegated.

MINV.

- legislative authority cannot be delegated, 384-386.
- ministerial duties may be delegated, 387.
 - to issue permits, p854n.
 - to distribute funds, p854n.
 - to accept article purchased, p854n.
 - to officers, failure to provide uniform rule of action under, 728.
- to hire and discharge employees, p1087n.
- to fix salaries of police officers, p1119n.
- to consent to slaughter house, p1944n.
- to consent to construction and repair of buildings, 948, p2072n.

DELINQUENT (see also "Municipal Taxes")—

- time when special assessment becomes, 2140.

DELIVERY—

- of municipal bonds, 2298.
 - as sale, p4857n.
- of warrants, 2247.
- as sufficient to transfer warrants, 2256.

DEMAND—

- before suing municipality, p5165n.
- before bringing mandamus, 2647.
- before taxpayer's suit, 2601, 2582.
- before claim will bear interest, 2471.
- for payment of warrant, p4776n.
- of payment of coupon, p4801n.
- of payment of special assessment, 2141.

DEMOLITION OF BUILDINGS, see "Buildings;" "Torts."

DEMURRER—

- in proceedings to enforce ordinances, 1058.

DENOMINATION—

- of municipal bonds, 2295.

DEPARTMENTS—

- of municipal corporations, keeping records of, 617.

DEPARTMENT STORES—

- regulating under general welfare clause, 895.
- forbidding sale of certain articles in, 977.
- discrimination against by telephone company, 1697, p3595.
- private railroad tracks in front of, pp2924, 2950n.

DEPOSIT—

- of ordinances, where, 696.
- rule of public service company requiring, 1712, p3576n.
- with bid for contract, 1221.
- bidder for bonds, recovery of, p4858n.
- recovery on forfeiture of street franchise, 1669.

DEPOSITARIES—

- of municipal funds, 2181.

DEPOTS—

- in street, 1365.
- in parks, 1156.
- grant to use street for, pp3419, 3392n.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

DEPOTS—Continued.

- special assessment of, 2051.
- improving streets leading to, as public improvement, 2029.
- vacating street for, p2990n.
- condemnation of for streets, 1500.
- bonds to purchase land for, 2283.
- gift of land for, p4610n.
- requiring waiting rooms at railroad crossings, 955.

DEPRECIATION—

- deductions for, regulation of rates, 1758.

DEPRESSIONS—

- in driveway, city as liable for injury from, 2779.
- in sidewalk, injury from as actionable, 2785.

DEPTH—

- of lot assessable, 2061.

DEPUTY—

- defined and distinguished from officer and assistants, 426, p949n.
- regulation of compensation of, 635.
- of officer passing on evidence in removal proceedings, 570, 565.
- notice to as sufficient where notice required to be given particular officer, 2811.

DESCRIPTION (see also "Corporate Boundaries")—

- of proposed local improvement, in notice, 1851.
- of public improvement in ordinance for, 1883-1887.
- in special assessment record, 2704, p4480n.
- of special assessment district, 2052.
- of offense in summons, 1037.
- of offense, in prosecution for violating ordinance, 1044, 1052.

DESTRUCTION (see also "Riots")—

- of property by municipality, liability for, 2648, 2649.
- of milk, p2150n.

DETACHMENT, see "Boundaries."**DETECTIVES—**

- power to employ, 1167.
- as subject to removal, p5053n.

DEVISE—

- to municipality, 1118.
- in trust, 1128 *et seq.*, and see "Trusts."

DIRECTION OF VERDICT—

- in proceedings to enforce ordinance, 1068.

DIKES—

- establishing and maintaining, as municipal function, 322.

DIRECTOR—

- of factory not laborer, p955n.

DIRECTORY PROVISIONS (see also "Discretion")—

- relating to form of corporate action, 607.

DIRT—

- regulating removal of, from streets, etc., 924.
- removal from street, negligence, 2636.

DISBURSEMENTS, see "Funds;" "Expenditures."**DISCONTINUANCE (see also "Abandonment")—**

- of condemnation proceedings, 1504.
- of public improvements, 1847.
- of markets, p2132n

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

DISCOUNT—

issuance of warrants at, 2244.

DISCRETION—

courts will not control exercise of, 376, 377, pp838-830n.
 limitation of rule of non-judicial interference, 378, 379.
 distinguished from mandatory powers, 380, 381, pp836-839n.
 of board of education, 2437.
 amount of license fees, 1002.
 as to necessity and propriety of ordinance, 794.
 awarding contracts, under competitive bids, 1227.
 review of by courts, 1238.
 bringing *quo warranto*, 2527.
 allowing *quo warranto*, 2528.
 construction of sewers, 1435.
 exercise of power to make public improvements, 1834-1841, 2003.
 granting licenses, 1005.
 grant of street franchise, 1632.
 granting writ of mandamus, 2542.
 granting pensions to municipal officers and employees, 512.
 removal of officers and employees, 569.
 vacation of streets, 1403.
 conferred by ordinance as to police regulations, 728.
 official liability for, 536.
 municipal liability for damages for abuse of, 2628.
 negligence in exercise of, municipal liability for tort, 2621.
 taxpayer's suit to control, 2590.
 enjoining abuse of, 2502.
 mandamus to control, 2548.

DISCRIMINATIONS—

in ordinance, 728, 738, 739.
 on account of class, race or religious sect, 746.
 San Francisco queue ordinance, 748.
 on account of sex, etc., 749.
 in police ordinances, 898, p1909n.
 license taxes, 1001, 781, 782.
 against non-residents, 740.
 market regulations, p2137n.
 by public service companies, 1697.
 for privilege of selling goods, etc., as interference with commerce, 776,
 and see "Interstate Commerce."

DISEASES (see also "Police Power;" "Health;" "Hospitals")—
 care required where diseased person uses street, 2835.

DISFRANCHISEMENT—

as punishment, p1558n.

DISORDERLY CONDUCT (see also "Drunkenness;" "Vagrancy")—

prohibiting, 971, 972.
 sufficiency of complaint, 1052.
 right to jury trial, 1060.
 breach of peace, see "Breach of Peace."
 ground for removing officer, see "Officers."
 injury from in street as actionable, 2771.

DISPENSARIES (see also "Intoxicating Liquors")—

power of municipality to run, 396, 1814, p2120n.
 control of, 442.
 not taxable, p2556n.
 liquors exempt from execution, 1160.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2608; Vol. 6, §§ 2604-2855.)

DISPLAY (see also "Parades")—

wearing clothes with sign on as, p2393n.
of number, on automobiles, 935.

DISPOSITION OF PUBLIC PROPERTY, see "Corporate Property."

DISSOLUTION OF MUNICIPAL CORPORATIONS—

chapter on, 298-317, vol. 1.
what changes will not constitute, 298, p675n.
annexation or consolidation destroys, 299, pp676, 677n.
repeal of charter may destroy, 200, pp679, 680n.
inhabitants may not dissolve; non-user, 301, pp680, 681n.
failure to elect officers will not dissolve, 302.
dissolved when statute so provides, 303.
may be dissolved only by statute; method, 304.
dissolution under the English law, 305.
dissolution under Roman law, 306.
statutes providing for, 307.
courts have no inherent power to, 308.
effect of judgment of ouster on *quo warranto*, 309.
rights of creditors of extinct corporation, 310, 294.
statutes relating to debts, contracts, etc., pp694-696n.
illegal corporation, *de jure* successor liable, 311.
extinguishing by dividing; apportionment of property and debts, 312, 313, 294, p607n.
absorption by annexation or consolidation, 314.
dissolution and reincorporation; when new is successor of old, 315.
suspension of governmental functions; revival, 316.
dissolution without substitution, 317.
merging of city and county governments, p677n.
repeal of repealing act; revival, p679n.
repeal of old charter, p680n.
when non-user works forfeiture, p681n.
forfeiture by judicial proceeding, p682n.
failure to assign to class, p682n.
dissolution of *de facto* corporations, p685n.
dissolution of private corporations, p686n.
effect on ordinances, 845.
consolidation or change of corporate limits, 846.

DISTILLERY—

as nuisance, p1942n.

DISTRESS—

to collect special assessments, 2135.
for taxes, p5086n.

DISTRICT OF COLUMBIA (see also "Federal Government")—

as body corporate for municipal purposes, 123, 110.

DISTRICTS—

for special assessments, 2052.
school districts, see "Schools."

DISTURBANCE OF PUBLIC ASSEMBLIES—

right to jury trial, 1060.

DISTURBING PEACE, see "Breach of Peace."

DITCHES (see also "Sewers and Drains")—

what are, 1422.
near sidewalk, city as liable for child falling into, 2774.
across street, falling into, city as liable, 2780, p5675n.

DIVERSION OF PROPERTY, see "Corporate Property;" "Taxpayers' Suits."

DIVERTED ATTENTION, see "Contributory Negligence."

DIVISION—

of public improvement into parts, for special assessments, 2083.

of territory, see "Boundaries;" "Dissolution of Municipal Corporations"

DIZZINESS—

person subject to, negligence in using street, 2835.

DOCKS, see "Wharves."

DOCUMENTS (see also "Books;" "Papers;" "Records")—

municipal, inspection of, 680.

municipal, generally attested by seal, 256.

DOGS (see also "Animals")—

regulating; nature of regulations, 945.

power to require license and registration of, 945.

license tax on, 1025.

forbidding, from going at large, 818, pp1752, 2059n.

power to kill, 945, pp2059, 1553n.

at large, right to jury trial, 1060.

bite by, of person on street, penalty, 734.

ferocious as nuisance, p2059n.

torts of police in connection with, 2431.

dog killer as police officer, 2666.

injury from on street as actionable, 2771.

municipal liability for failure to kill vicious, p5421n.

DOMESTIC ANIMALS, see "Animals."

DOMICILE—

synonymous with residence, 444.

DONATIONS—

by municipality, as forbidden, 363, 364, 185, 2171, pp803, 4590n.

bounties to soldiers, 365.

for celebrations, entertainments, etc., 364.

to obtain or oppose legislation, 366, pp809, 810.

to aid railroads and private corporations, 393-395, and see "Railroads."

of liquor, prohibiting, p2123n.

power of municipality to sell land donated to it, 1140, 1142.

DOORS—

infringing on street, 1352.

DOORSTEPS—

regulation of, 924.

projecting, city as liable for injury from, 2781, p5655n.

DRAFTS—

warrant as, p4754n.

DRAINS, see "Sewers and Drains."

DRAMSHOPS, see "Intoxicating Liquors;" "Dispensaries."

DRAYS, see "Vehicles."

DRINKS, see "Intoxicating Liquors;" "Non-Intoxicating Drinks."

DRAWBRIDGE—

guarding, 2670, p5680n, and see "Bridges."

DRIVEWAYS (see also "Streets")—

right of abutter to connect property with street by, 1325, p2880.

general rules as to municipal liability for defects in, see "Unsafe Streets."

particular defects in as actionable, 2779, 2784.

openings, holes, excavations, etc., 2780.

obstructions, 2781.

embankments, 2782.

DRIVEWAYS—Continued.

- objects frightening horses, 2783.
- snow and ice, 2784.
- duty to erect railings on side of, 2800.
- walking on as contributory negligence, 2830.

DRIVING (see also "Automobiles;" "Vehicles;" "Unsafe Streets")—

- on public ways, regulation of, 737, 887, 932.
- regulating running of automobiles, 935.
- excluding automobiles from certain streets, 936.
- law of the road, p2032n.
- particular acts as contributory negligence, 2838.
- speed as contributory negligence, 2838, 2829, and see "Speed."
- by woman, as contributory negligence, 2837.
- at night, as contributory negligence, 2829.
- violation of ordinance as to, as barring recovery for injuries, 2762.
- breaking of lines as proximate cause, p5772n.
- recklessness in as proximate cause, 2849.

DRUGGISTS—

- regulating sale of liquor by, 744.
- requiring reports as to liquor sold, p2124n.
- license negligently issued to, municipal liability, 2632.
- amount of license tax, p2230n.

DRUMMERS, see "Hotels;" "Interstate Commerce."

DRUMS—

- forbidding beating in streets, p1918n.

DRUNKENNESS (see also "Intoxicating Liquors")—

- prohibiting in public, 961, 750, 887, p1862n.
- regulation of habitual drunkards, under police power, 890.
- as vagrancy, 975.
- of municipal officers on duty, 550.
- as ground of removal from office, p1223n.
- complaint for drunkenness, sufficiency, 1052.
- public drunkenness, right to jury trial, 1060.
- duty to keep streets safe for intoxicated persons, 2725, 2836.
- intoxication as negligence, where injured in street, 2836.

DUE PROCESS OF LAW (see also "Constitutional Law;" "Eminent Domain;" "Municipal Taxes")—

- ordinance denying, 740, pp1611, 1612n.
- regulation of rates as, 1746.
- want of notice of special assessments, 2074, 2076.
- special assessments, in excess of benefits, 2088.

DUMP—

- as nuisance, p5451n.
- power to sell privilege to pick over, 1167.
- liability for negligence connected with, 2636.

DURATION (see also "Time")—

- special assessment lien, 2109.
- of contracts, see "Contracts."

DUST—

- protecting fruit and food from, 968.

DUTIES—

- ordinance laying, on imports or exports, 740.

DUTY, see "Negligence;" "Delegation of Duty."

DWELLING—

- what is, 1732, 948, p2070n.
- power to authorize in park, 1156.

DWELLING—Continued.

forbidding deposit of advertising matter in vestibules of, 980.
smoke law as applicable to, 918.

DYNAMITE, see "Explosives;" "Blasting."

E.

EARTH—

deposit of, on street, as nuisance, 925.

EASEMENT (see also "Abutting Owners;" "Eminent Domain;"
"Streets")—

dedication of, 1543.

power to condemn, p8126n.

acquired by municipality, on condemning, 1518.

of ingress and egress from street, etc., 1822, p2853n.

ECCLESIASTICAL CORPORATION—

described, 106.

EDUCATION (see "Schools")—

trusts for, see "Trusts."

what is, 2362.

higher, see "Universities."

EGYPTIAN CITIES—

historical, 2, 13, 14, 15.

EIGHT HOUR DAY—

provision for in request for bids, 1200.

EIGHT HOUR LAW—

validity of, 981.

implied contract to pay for extra time, p2754n.

EJECTMENT—

to recover possession of street, 1369.

by abutter, 1375.

by city to recover dedicated land, 1604.

by city to recover land sold by it, 1152.

by dedicator, 1603.

ELECT—

to office, meaning of, 453.

ELECTIONS (see also "Officers;" "Quo Warranto")—

how regulated in general, 412.

provisions in charter as to, 321.

state may regulate, 186.

boards to control, 324.

agency to call, 416.

manner of conducting, 416.

misconduct of election officials, 416.

by *viva voce* vote, 416.

directory provisions as to, p918n.

registration of voters may be prescribed, 413.

how qualification of electors prescribed, 412.

time and place of, 414, pp915-918.

prescribed mode to be followed, 415.

irregularities, 416.

mode when none is prescribed, p919n.

method of determining required vote, 418.

determination of vote on separate proposition when other issues are
submitted at same election, 419.

for creation of municipal corporation, 147, 148.

necessity for to make contract, 1180.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

ELECTIONS—Continued.

- to change corporate boundaries, 147, 269, 270, p610n.
- to authorize sale of municipal property, 1147.
- to vote on grant of street franchise, 1639.
- to vote on public improvements, 1862.
- to vote taxes, 2362.
- to exempt property from taxation, p5016n.
- to annex territory, pp611-613n.
- to amend constitutional charters, 346, 347.
- as condition to purchase of land, 1120.
- as ratifying contract, 1258.
- of officers, 411-419.
 - what is, 453, p1004n.
 - election of ineligible person to office, 417.
 - under St. Louis charter, 325.
 - of members of board of education, 2436.
- of officers by council, 598, 636.
- quorum and majority, 598.
- when presiding officer cannot declare, 586.
- announcement of ballot, 598.
- not affected by civil service laws, 598.
- reasonableness as to time of, 727.
- amending records of, 626.
- rescinding votes, 614.
- certain ordinances to be approved by voters at, 694.
- to pass and approve ordinances, two propositions, p1510n.
- what is majority vote on particular separate proposition, 419.
- failure to hold, as dissolving corporation, 301, pp680, 681n.
- reimbursing officers for election contest, 2169, 363.
- As to incurring debts or issuing bonds.
 - authority to hold, 2165.
 - necessity for, 2166.
 - how question submitted, 2167.
 - notice of, 2168.
 - form and scope of questions submitted, 2169.
 - conduct and time of, 2170.
 - counting the vote, returns, and record, number of votes necessary, 2171.
 - effect of irregularities, attacks on validity of, 2172.
 - effect of favorable vote, 2173.
 - successive elections, 2174.
 - vote in favor of bonds, as creating debt at once, 4733.
 - irregularity in as defense to actions on bonds, 2353.
 - recitals in bonds as to, effect, 2339.
 - as ratifying bonds, 2309.
 - ratifying unauthorized debts, 2176.
 - to ratify debt in excess of debt limit, 2239.
 - to ratify public service contracts, 1719.
 - to vote on municipal ownership of public utilities, 1795, 376, 367.
- Expense of—
 - expenses for as valid, p5120n.
 - enjoining expenditure for, p5359n.
 - power to tax to pay for, 2372.
 - requiring municipalities to pay for, 2379.
- Remedies.
 - mandamus to compel calling of or acts in regard thereto, 2560, 2561.
 - injunction against holding, 2502.
 - taxpayers suit to prevent, p5346n.
 - injunction by taxpayer to control method of conducting, 303.
 - right to enjoin false declaration of result of, 2586.

(References
Vol. 2,

ELECTOR
who are
prescri
how qu
as que
one ca

ELECTRI
requi
duty

ELECTR
light
right
right

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EMBANKMENTS—

as special injury to abutter, p2954n.
special assessments to construct, 2035.
as making street unsafe, 2781.
duty to erect railings to protect from falling off, 2800.
near sidewalk, city as liable for falling of, p5668n.
causing damage from surface waters, 2708-2711.

EMBEZZLEMENT—

municipal officer liable for, 550.
of municipal bonds, p4865n.

EMERGENCIES—

as warranting contract with officer, 1252.
dispensing with competitive bidding, 1198.

EMIGRANTS—

trust to aid, 1130.

EMINENT DOMAIN—

chapter on, 1453-1536, vol. 4.
definition, 1453.
power distinguished from other powers, 1454.
constitutional provisions, 1455.
what is "property," 1456.
agreement with municipality not to condemn, 1457.
authority of legislature to delegate power to condemn, 1458.
no inherent power in municipality to condemn, 1459.
charter provisions relating to, conflicting with state laws, 823.
exercise of as municipal affair, 174.
special assessments not an exercise of, p4327n.
as taking without due process, 2018.
power conferred by implication, 1460.
power to condemn, home rule charter, 1461.
power to condemn for temporary use, 1462.
construction of statutes, 1463.
necessity for designation in statute or charter of purposes for which
property may be condemned, 1464.
public corporations on whom power conferred, 1465.
amount of property which may be condemned, 1466.
necessity as condition to condemnation, 1467.
what questions reviewable by courts, 1468.
title acquired by municipality, 1518.
fee simple, 1519-1521.
to streets and alleys, 1522.
to parks, 1523.
reversion where use abandoned or impossible, 1524.
what constitutes abandonment, 1525.
rights acquired by municipality, 1526.
effect of condemnation on rights of owner, 1527.
What is "taking" of property.
meaning of "taking," 1469.
taking as affected by police power, 1470.
preliminary steps as a taking, 1471.
change of grade of street, 1472.
vacation of street or alley, 1473.
interference with franchise, 1474.
tax or assessment as a taking, 1475.
injury to lateral support, 1476.
"damage" or "injury" to property, 1477.
Use for which taken as a public use.
use must be public, 1478.

EMINENT DOMAIN—Continued.

- incidental benefits to individuals, 1479.
- who may raise objection, 1480.
- cemeteries, 1481.
- ferries, 1482.
- light, heat or power supply, 1483.
- market places, 1484.
- ornamental purposes, 1485.
- parks, 1486.
- public buildings, 1487.
- public square, 1488.
- school purposes, 1489.
- sewers and drains, 1490.
- streets or alleys, 1491.
- water supply, 1492.
- wharves, 1493.

What property may be taken.

- all property may be taken, 1494.
- property outside corporate limits, 1495.
- property already devoted to public use, 1496.
- what are inconsistent uses, 1497.
- taking property for same use, 1498.
- property not actually devoted to public uses, 1499.
- application of rule to railroad property, 1500.
- property of municipal corporation already devoted to public use, 1501.
- public lands, 1502.
- exemptions, 1503.

Discontinuance of proceedings.

- right to discontinue, 1504.
- recovery of damages after, 1505.
- reinstatement after, 1506.
- discontinuance as bar to new proceeding, 1507.

Compensation, right to and amount of.

- right to, 1508.
- necessity for statutory provisions as to payment, 1509.
- waiver of right to, 1510.
- amount of, 1512.
- extending street across railroad track, 1513.
- constitutional provisions as to time of making payment, 1514.
- time of making payment where not regulated by constitution, 1515.
- waiver of right to prepayment of, 1516.
- interest as part of compensation, 1517.

Procedure.

- what law governs, 1529.
- special proceeding and not civil action, 1530.
- construction of procedure statutes, 1531.
- matters to be considered before proceedings, 1532.
- petition, 1533.
- notice of proceedings, 1534.
- remedies to prevent, 1535.
- recovery of compensation or damages, 1536.
- arbitration of damages, 2483.
- awards as indebtedness, p4699n.

EMPLOYEES AND EMPLOYMENTS (see also "Master and Servant;")

"Officers"—

- described, 428, pp945, 946n.
- distinguished from officers, 424, 529, pp943-946n.
- selection of, for municipal corporation, 500, 685.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

EMPLOYEES AND EMPLOYMENTS—Continued.

removal of, 559, p1233n.
liability of officer for wrongful or negligent acts of, 548.

ENACTING CLAUSE—

of ordinance, 678, 687, p1492n.

ENCROACHMENTS—

on streets, 1332-1368, and see "Abutting Owners;" "Streets;" "Unsafe Streets."
as nuisances, see "Nuisances."
power to permit, in streets, 1317.
distinguished from obstruction in street, as to right to summarily remove, 1370.
removal of as governmental duty, p5404n.

ENGINES—

license to erect, 1028.
rules as to erection and maintenance of, uniform, 728.

ENGINEERS (see also "City Engineer")—

licenses, 1028, 895.
as laborer, p955n.
employment of to draw plans as showing due care, 2633.

ENGLAND (see also "Common Law")—

how municipal corporations existed in, 120.
creation of municipal corporations in, 120.
matters relating to municipalities in, 8, 81, 82, pp85, 134, 179, 180, 238n.
importance of knowledge of development of municipal government in, 43.
general outline of local government in, 44-47.
borough, influence on local government, 47, 48.
history of the granting of municipal charters in, 49-52.
judicial forfeitures of municipal charters in, 53.
purpose and effect of municipal corporations in early, 54.
municipal government under feudal charters in, 55.
charters, 49-59.
the Great Charter of King John, 50.
the charter to Kingston-upon-Hull, 51.
judicial forfeiture of, in England, 53.
purpose and effect of early English, 54.
English municipal government under feudal charters, 55.
English Municipal Corporation Reform Act, 58, 59.
decadence of municipal government in, prior to Reform Act, 57.
Municipal Corporation Reform Act of, 58, 473, p1011n.
municipal corporations under, 59.
the modern English borough, 60.
grant of power to local authorities and method of central control in, 61.
council in, p1265n.
place of corporate meetings in, 575, 576.
quorum of joint assemblies of definite bodies in, 600.
power of council to commit for contempt, 616.
when bylaw takes effect, p1449n.
reasonableness of ordinance, 733-735.
meaning of term "municipal elections," p914n.
bylaw defined, p1391n.
requisites of valid bylaw, p1315n.
construction of words in ordinances, p1748n.
dissolution of municipal corporations, 305.
corporate officers, p932n.

ENGLISH LANGUAGE—

ordinances should be written in, 677, p1474n.
publication of ordinances and notice of pendency to be in, 699.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

ENLARGEMENT, see "Boundaries."

ENTERTAINMENT—

appropriation of municipal funds for, 364.
power to levy taxes for, 2372.

ENTRIES, see "Records."

EQUAL PROTECTION OF LAW—

ordinance denying, unconstitutional, 740, pp1611, 1612n.
special assessments, 2020.

EQUALITY (see also "Uniformity")—

license taxes, 1001.
special assessments, 2021.

EQUITY—

particular suits in equity, see "Injunction;" "Specific Performance;"
"Taxpayers' Suits," etc.
suits by municipality in general, 2486.
municipal courts as possessing equity jurisdiction, p2295n.
jurisdiction relating to crimes and misdemeanors, 805.
preventing illegal acts, 794.
power to relieve against forfeiture of property, 714, p1554n.
power to forfeit street franchise, 1668.
compelling opening of streets, 1304.
suit to reach money in municipal treasury belonging to debtor, 2518.
relief where municipal bonds invalid, 2349.
remedies to protect improvement bonds, 2269.
relief in, where debt is in excess of debt limit, 2239.
suit to set aside contracts, 1271.
restoration of benefits when municipality seeks relief, 1277.
relief in against unjust taxes, 2410.
suit to prevent obstruction in streets, 1371.
remedy of creditors in on change of municipal organization, 314.
appointing new trustee on change of municipal organization, 312.
regards mayor and councilmen as trustees, control of, p1261n.
relief against invalid special assessments, 2127.
proceedings in to collect special assessments, 2138.
preventing diversion of special funds, 2179.
jurisdiction in case of dissolution, without substitution, 317.

EQUITY OF REDEMPTION—

purchase of as creating debt, p4718n.

ERASURES—

in bids, p2674n.

ERECTION—

meaning of, as used in building laws, 948, 2198, p2067n.

ERRORS (see also "Irregularities;" "Mistake")—

in plans, municipal liability for, 2633.
as cause for removal from office, 556.

ESCAPE—

aiding prisoner to make, 887.

ESCROW—

delivery of bonds in, 2298.

"ESTABLISHING"—

defined, 2279.

ESTIMATES—

of probable expenditures, 2178.
as condition to expenditures, p4613n.
of cost of public improvement, 1866, 1909.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

ESTIMATES—Continued.

special assessment in excess of, 2094.
necessity before tax levy, 2361.

ESTOPPEL (see also "Ratification")—

to accept or enforce dedication, 1588.
to assert or deny dedication, 1594, 1595, 1561, p3200n.
to bring taxpayer's suit, 2588.
to claim exemption from taxes, p5010n.
to complain of pollution of stream, p5565n.
to deny existence of street, 1294.
to deny municipal power to loan moneys, 2163.
to enjoin enforcement of rate regulations, p3729n.
to plead unreasonableness of ordinance, 1084.
to sue to enjoin obstruction of street, 1376, p2944.
of abutter, to object to consents for street railways, p3435n.
of company to object to regulation of rates, 1737.
of grantee of franchise to attack it, 1688.
of owner to attack public improvement proceedings, 2014.
of owner to question validity of special assessment, 2118-2126.
of petitioner for improvement to claim damages, 1987.
relating to changes of corporate boundaries, 289.
as to location of corporate boundaries, 260.
from recovering salary or compensation in case of removal or suspension from office, 520, pp1131, 1132n.
of officer or employee in acceptance of less sum as compensation than that allowed by law, 523.
applied in testing validity of ordinance, 797.
application of doctrine of, to amendment of municipal records, 629.
applied against state in quo warranto to dissolve municipal corporation, 304.
defense to action for violating ordinance, 1088.

Of municipality.

a general rule stated, 1318.
by auditing claim, 2473.
to attack vacation of street, 1418.
to assert forfeiture of street franchise, 1667.
to assert title to property, 1159.
to assert title to street, 1398.
to remove obstruction in street, 1398.
to deny validity of municipal contract, 1255, 1256, 1916.
to deny ultra vires contract, 1172, 1256.
to deny liability for consequential damages from improvements, 1973.
to deny that way is a street, 2733.
to question validity of franchise, 1687.
to remove encroachment, 1335, 1320.
to set up defenses to warrants, 2259, p4776n.
as to regulation of slaughter house, p1948n.
to prevent defense in action for salary, p1163n.
liability to pay attorney specially employed, p1154n.
to attack its bonds, 2309.
by mere issuance of bonds, 2311.
by record, 2312.
by recitals in bonds, 2326-2343.
to deny registration of bonds, p4806n.

EVIDENCE (see also "Judicial Notice;" "Presumptions;" "Records")—

of corporate existence, 154, 155.
how incorporation proved, 156.
location of corporation, 157.
of municipal charter, 342.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

EVIDENCE—Continued.

- of corporate seal, 258.
- of publication of notice, p4474n.
- of publication of proposal for bids, 1216.
- of prior accidents, 2727.
- in quo warranto, 2537.
- in proceedings to confirm special assessments, 2101.
- to show intent to dedicate, 1570-1572.
- in proceedings to annex or detach territory, 286, pp646, 647n.
- of passage of ordinance, p648n.
- of annexation of territory, ordinance as, p640n.
- books of corporation as, of corporate acts, p361n.
- record to prove adjournment of meeting, 602.
- municipal records as, 621.
- reports of committees and officers as, 622.
- parol to prove record, 623.
- parol to show omission, 624.
- imperfect record; rights of creditors, 625.
- secondary, to prove municipal records, 621.
- proof by authenticated copies, 621.
- usually given under oath in removal proceedings, 566.
- character of, in removal proceedings, 567.
- of negligence in violation of ordinance, 852-856.
- of negligence, ordinances as evidence of, in civil actions, 673, 675.
- of emission of dense smoke under law forbidding, pp1970, 1971n.

Of ordinances.

- proof of authority to enact, 858.
- proof of existence of ordinance, when required, 859.
- burden of proof, presumptions, 860.
- presumption of existence of ordinance, 859.
- judicial notice; appeal from municipal courts, 861.
- proof of steps in passage; when required, 862.
- proof of record of ordinance, 863.
- presumptions as to steps in enactment, 862.
- proof of publication of ordinance, when required, 864.
- presumptions, 864.
- how proof of publication made, 865.
- how ordinances proved, 866.
- ordinances published by authority, 867.
- when original record required, 868.
- proof by copy, 869.
- sufficiency of authentication, 870.
- proof in actions for penalty, 870.
- for municipality in proceedings to enforce ordinances, 1071-1073.
- admissibility of parol testimony to prove, 872, 1899.
- proof of violation of ordinances as evidence of negligence, 873.
- proof of violation by plaintiff in actions for civil liabilities, 874.
- objection to any, to test complaint to enforce ordinance, 1058.

EXAMINATION, see "Civil Service Laws;" "Officers;" "Special Assessments;" "Inspection."

by purchaser of bonds, see "Municipal Bonds."

EXAMINER—

of records, when a clerk, 427.

EXCAVATIONS—

- right to use street for, 1343.
- in street as nuisance, 925, 1346, p1995n.
- in streets, etc., permit, 924.
- duty to protect as non-delegable, 2663, pp5490, 5491n.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2856.)

EXCAVATIONS—Continued.

- in street, city as liable for injury from, 2769.
- in driveway, 2780.
- in sidewalk, 2788.
- in crosswalk, 2793.
- permit for, city as liable where street made unsafe, 2751, p5635n.
- by licensee, city as liable without notice where street unsafe, 2751, p5638.
- close to street, injury from, 2774.
- duty to guard, 2795 *et seq.*
- duty to put lights on, p5637n.
- as intrinsically dangerous, p5637n.
- failure to guard as proximate cause, p5764n.

EXCEPTIONS—

- negating, in complaint, 1048.

EXCHANGE—

- necessity for bids, 1187.
- as sale of bonds, 2304, p4857n.
- of municipal bonds, as creating debt, 2226.

EXCISE (see also "Intoxicating Liquors")—

- officers and control of, 442.
- power of department to enact ordinances, 671, p1458n.

EXCLUSIVE—

- street franchises, 1633-1637.

EXCLUSIVE PRIVILEGES—

- to remove dead animals, 737.
- to slaughter animals, 737.
- as contracts, impairment of obligation of, 761.
- ordinance as conferring exclusive privileges, 736.

EXCUSES—

- for failure to give notice of accident, 2716.

EXECUTION—

- on judgment against municipality, 2500.
- municipal property as exempt from, 1160.
- city waterworks not subject to, 1160, p3868n.
- on conviction of violation of ordinance, 1090.
- to collect special assessments, 2137.
- wrongful levy of, municipal liability, p5404n.

EXECUTIVE POWERS—

- distinguished from legislative powers, 374.
- of municipal corporations, where vested, 573.

EXECUTORS—

- power to dedicate, 1549.
- power to sign petition, p3999n.
- power to transfer bonds, p4864n.
- residence of as situs for taxing, 2390.
- notice to of proposed local improvements, p3982n.
- notice to of proceedings to confirm assessment, p4473n.
- as proper defendant in action to collect special assessments, 2149.

EXEMPTIONS—

- from condemnation of property, 1503.
- from special assessment, 2063-2069.
- from taxes, 2399-2402.
 - on change of corporate limits, 295.
 - to be by ordinance, 634.
- from license tax, p2195, 2225n.
- from liability for defective streets, 2722, p5597.

- EXHIBITIONS** (see also "Parades;" "Theatres;" "Circus;" "Nuisances")—
liability of city for injuries from, 2647.
"slide for life" across street, city as liable for injury, 2771.
permit for in street, notice of nuisance, p5638n.
fireworks, see "Fireworks."
licenses, see "Licenses."
- EXPENDITURES**—
what are lawful, 2164-2176.
must be for public municipal purpose, 2165-2171, and see "Public Purposes;" "Indebtedness, Municipal."
enjoining where unlawful, 2596.
- EXPENSES**—
incurred by public officers, agents, etc., payment of, 522.
- EXPERT ACCOUNTANTS**—
power to employ, 1168, 2167.
- EXPIRATION**—
of ordinance, 669.
of term of office, see "Officers."
- EXPLOSIVES AND EXPLOSIONS** (see also "Blasting")—
nature of regulations concerning, 952.
storage of oils, p2084n.
regulating storage of gasoline, p2084n.
regulation as to gunpowder, 952, p2084n.
regulating transportation of, p2084n.
regulation of storage of petroleum, p2084n.
forbidding and regulating fireworks, 952, and see "Fireworks."
of gas in sewer, p5550n.
at manhole, municipal liability, p5601n.
of boiler under sidewalk, city as liable, p5638n.
municipal liability for, caused by licensee, 2632.
proximate cause, p5764n.
- EXPORTS**—
ordinance laying imposts or duties on, 740.
license tax on, 774.
- EXPOSITIONS**, see "Fairs."
- EX POST FACTO**—
ordinance, 740.
application of, in amendment of municipal records, 629.
- EXPRESS COMPANIES** (see also "Interstate Commerce")—
license fees, 1020.
license to deliver intoxicating liquors, 745, 1003.
power to tax gross receipts, p4994n.
- EXPULSION**—
of pupils from school, 2445.
- EXTENSION** (see also "Boundaries")—
of time for performing contract, 1935.
of street franchise, 1659.
- EXTORTION, OFFICIAL**—
criminal liability for, 550.
- EXTRA COMPENSATION**—
when allowed and conditions thereof, 525, 526, and see "Officers."
extra pay for extra work, 1946, and see "Bids;" "Public Improvements."
- EXTRAORDINARY**—
defined, p5540n.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

EXTRAORDINARY EXPENSES—

what are, p4711n.

EXTRA TERRITORIAL AUTHORITY, see "Boundaries."

F.

FACT, see "Questions of Law and Fact"

FACTORIES, see "Buildings;" "Manufacturers."

FACTORS—

lien of as giving right to sue for property destroyed, p5464n.

FAIRS (see also "Exhibitions")—

use of street for, 1353, p1994n.

lease of park for, 1156.

appropriations for, 2169.

power of city to donate lands to, 1115, 1146, p2474.

FALLING OBJECTS—

injury from to persons on street as actionable, 2775, and see "Unsafe Streets."

FALSE IMPRISONMENT—

municipal liability for, 2431.

FARMS—

power of city to own, 1114.

power to purchase for poor, 1105, p2458.

relating to extension of corporate limits, 277, 278.

annexing to municipal corporations, pp630-632n.

as taxable, 2398, 2399.

special assessment of, 2049.

front foot rule of assessment, 2089.

municipal liability for torts, 2668, p5506n.

farmer as hawk or peddler, p2146n.

exemption of farmer from license tax for selling meats, p2223n.

FAST DRIVING, see "Speed;" "Driving."

FAT RENDERING ESTABLISHMENTS—

forbidding odors and gas from, 907.

FEDERAL COURTS—

removal of actions to, 2491.

power to mandamus, 2376.

follow local rule as to easements of abutters, 1322, p2855.

following state law as to notes, p4581n.

decisions of state courts as to bonds as binding on, 2276.

double punishment for same act in violating state law and municipal ordinance, 888.

FEDERAL GOVERNMENT (see also "Due Process of Law;" "Interstate Commerce;" "Impairment of Contracts;" "Public Lands;" "Ex Post Facto")—

power to create corporations, 110, 123.

created District of Columbia as corporation, 123.

forbidding emission of dense smoke in District of Columbia, 918, pp1971, 1972n.

power to delegate power to license to District of Columbia, 994.

exclusive jurisdiction of, to regulate interstate commerce, 771.

debt limits imposed on municipalities in territories, p4680n.

means or agencies of as taxable, 2396.

as exempt from special assessments, p4419n.

condemning land of, 1502.

FEEES (see also "Compensation")—

of attorneys, contract as to, 1175.

to public officers, employees, agents, etc., 521, and see "Officers."
public weighing, 970.

FEE SIMPLE (see also "Title;" "Abutting Owners;" "Streets")—

title of municipality to land, 1122.

title acquired on condemning, 1518-1527.

FELLOW SERVANTS—

defense to action ex delicto against city, 2620.

as defense in action by municipality, 2614.

FELONY (see also "Crimes")—

what is, 1064.

right to jury trial, 1064.

FEMALES, see "Women."

FENCES—

across street, nuisance, 1352.

infringing on street, 1352, 925, p1992n.

in street, summary removal, pp2982, 1929n.

as indictable nuisance, p2935n.

fencing of street, as abandonment, p2977n.

requiring railroad to erect, 955, 954.

across street, injury from to traveler, 2781.

FENDERS—

requiring on street cars, 1682, 954, p2098n.

FERRIES—

definition and character of, 406.

transportation of railroad cars across stream, p893n.

franchise of keeping as public, p894n.

prohibition as to licensing not applicable to legislature, p895n.

lease and operation of, 407, p2523n.

license and taxation of, 408.

legislative control of, 223, pp507-509n.

acquiring right to maintain by prescription, 406.

exclusive privilege to maintain, 406, p3416n.

power to pay for, 2167.

power to condemn for, 1482.

implied power, 1460.

power to prohibit, p2201n.

compelling city to continue operation of, 1660.

taxation of, 1162.

boats, where taxable, p5001n.

city landing as taxable, 2397.

municipal liability for torts, 2686.

diverting business from ferry by failure to repair street, city as liable,
2764.

FERTILIZERS—

regulation of, p1942n.

forbidding manufacture of in city, p2169n.

FEUDAL SYSTEM—

effect on municipal institutions during middle ages, 34, 1.

FIERI FACIAS, see "Execution."

FILING—

claims before suing on, p5165n.

contract for public improvements, 1907.

lien on money due contractor, 1955.

of papers as condition to special assessment lien, 2107.

tax levy ordinance, 2404.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

FINANCIAL POWERS (see also "Appropriations;" "Warrants;" "Municipal Bonds")—

necessity for revenue, 2157.
sources of revenue, 2158.
control of legislature, 2159.
power to execute promissory notes, 2161.
power to issue bills to be used as currency, 2161.
loan or investment of public moneys, 2162.
power to incur indebtedness, see "Indebtedness, Municipal."
fiscal year, 2177.
estimates of probable expenditures, 2178.
general and special funds, 2179.
general expense fund, 2180.
custody of funds, 2181.
adjustment of accounts with state or county, 2182.
surplus funds at end of fiscal year, 2183.
transfer of moneys from one fund to another, 2184.
payment of debts, 2185.
effect of insufficiency of fund, 2186.

FINES (see also "Penalties;" "Forfeitures")—

as part of municipal income, 2206.
for disobedience of police regulations, 1677, 1088.
power to enforce ordinance by, 710.
to be paid into city treasury, p1545n.
may be provided for within reasonable limits, 717.
New Jersey doctrine, 718.
North Carolina doctrine, 719.
must be reasonable, 720.
limit, continuous or separate offense, 721, 722.
heavier for second offense authorized, 723.
discretion of fixing, to be exercised by ordinance, 385.

FIRE—

power to expend money to protect against, 2167.
destruction of property to prevent spread of, 2648, 2649, pp1891-1893n.
liability for loss where water supply insufficient, 1699, 2680, 2682, 2430.
municipal liability for, from dump, 2636.
bonds to loan proceeds to fire sufferers, 2280.

Fire department.

historical, 2413.
legislative control of, 2413, pp424, 425n.
establishment and maintenance of, 322, 438, pp980, 981n.
as a corporation, 111.
fire engine company, as *quasi* corporation, 111.
fire district as governmental corporation, p868n.
corporation to control, in municipal corporation, 110.
board as agent of city, p5479n.
decision of as to dangerous use of premises, 896.
conclusiveness of decision by, p1904n.
decision of fire examiner relating to buildings, p1905n.
giving false alarm, p2392n.
liability for torts connected with, 2643, 2432.
fire whistle frightening horses, 2627.
injury from fire engine standing in street, 2781.
proximate cause of loss by fire, 2843.
power to contract for water, 1718.
power of city to purchase apparatus, 1109.
provisions for, necessity for bids, p2636n.
implied contract to pay for fire hose used, p2754n.
power to pay for parades of, 2167.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

FIRE—Continued.**Fire engine houses.**

- power to erect, 1816, 1116.
- power to purchase land for, 1115.
- as nuisance, pp1916, 5448n.

Firemen.

- as officers, 2417, 180, pp943, 944n.
- under labor laws, as employees, p945n.
- who may appoint, 2419.
- removal or suspension, 2420.
- salaries, 2421.
- pensions, 2422, p4594n.
 - requiring municipality to pension, by statute, p4979n.
- gifts of public money to relief fund, 363.
- municipal aid to firemen's relief association, 2169.
- right to sue city, 2756, 2620, p5390n.
 - where injured by unsafe street, 2756.
- contributory negligence of in using street, p5746n.
 - amount of care required of, in using street, 2828.
 - driving as negligence of, 2838.
- reimbursement for expenses incurred, 2423.
- personal liability of, 2424.

FIRE BOAT—

- liability for collision, 2643.

FIRE ESCAPES (see also "Buildings")—

- duty to provide, landlord or tenant, 820.
- certificate as defense, 1086.

FIRE HYDRANTS, see "Hydrants."**FIRE INSURANCE, see "Insurance."****FIRE LIMITS—**

- general regulations as to, wooden buildings, etc., 948, 949.

FIRE PROOF—

- meaning of as used in building laws, 948, pp2069, 2070n.

FIRE SALE—

- amount of license tax, p2229n.

FIREWORKS—

- purchase of, necessity for bids, 1187.
- forbidding and regulating firecrackers, 952.
- as nuisance, 2641.
- permit for use of streets for, 1354.
 - municipal liability where permit granted for, 2660, 2752, p5641n.
- injury from, recovery as limited to travelers and not mere spectators, p5643n.
- failure to pass or enforce ordinances against, 2631, p5420n.
- display by municipality, liability for injuries, 2647, p2392n.

FISCAL YEAR—

- what is, 2177.

FISH—

- market regulations, p2141n.
- regulation of frying of, p1942n.

FISHING—

- restricting privilege of, in navigable river, 743.
- dedication for, 1543, p3212.

FLAGMEN—

- at railroad crossings, 954.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

FLAGS—

power to hold property in trust to purchase, 1135.

FLAG STAFF (see also "Poles")—

in street as nuisance, p1996n.

right to remove, p5478n.

FLAGSTONES—

in sidewalk, ownership of, 1824.

projecting, in sidewalk, injury from, 2785, p5687n.

pile of on sidewalk, injury from, 2787.

FLIES—

protecting fruit and food from, 968.

FLIGHT—

as proximate cause, 2848.

FLOODS (see also "Rain;" "Storms")—

extraordinary, overflow of sewers, 2694, p5540.

FLOODGATES—

omission of as negligence, p5539n.

FLUSHING STREETS (see also "Cleaning Streets")—

liability for negligence in, 2636, p5436n, and see 2627.

FOOD (see also "Adulteration;" "Police Power")—

exposing for sale, where unwholesome, intent, 1074.

destruction of decayed or unwholesome, 890.

on sale, protecting from flies and dust, 968.

FOOTBALL—

forbidding in street, p1594n.

prohibiting scholars playing, 2438.

FOOT PATHS (see "Sidewalks").**FORCIBLE ENTRY—**

to remove nuisance in street, p2931n.

FORECLOSURE (see also "Mortgages")—

of special assessment lien, 2188.

FOREIGN COMMERCE, see "Interstate Commerce."**FOREIGN CORPORATIONS**, see also "Private Corporations."

licenses, 1028, p2265n.

quo warranto against, p3770n.

FOREMEN—

notice to of defect in street, 2810.

FORFEITURE (see also "Fines;" "Penalties")—

penalty of, power to inflict, 711, 712.

proceedings, 713.

animals running at large, 714.

declaration of, in impounding and selling animals at large, 944.

of municipal charters in England by the Crown, 53, and see "Charter."

of money, donation by municipality, p4590n.

of street franchises, 1663-1669.

suit to forfeit street franchise, 1764.

for nonpayment of taxes, 2409.

of office, see "Officers."

failure to complete contract in time, 1933.

rule against, security with bids, 1221.

waiver of, 1924.

FORGERY—

of warrants, p4760n.

FORGETFULNESS—

in using street as contributory negligence, 2827.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2608; Vol. 6, §§ 2604-2855.)

FORMER JEOPARDY—

defense, violation of ordinance, 1082.

FOUNDINGS—

trust to erect hospital for, 1131.

FOUNTAINS—

use of streets for, 1315.

FOURTEENTH AMENDMENT (see also "Due Process of Law;" "Monopolies")—

ordinance forbidding parades as violating, 1000.

violation by provisions as to priority of special assessment liens, 2110.

FOURTH OF JULY—

celebration as riot, 2651.

appropriation for illegal, liability for injury from fireworks, p5478n.

FRAME—

meaning of, as used in laws as to construction and repair of buildings, 948, p2067n.

FRANCE—

historical view of local government in, 77, 35-37, 56, 433.

FRANCHISES (see also "Public Service Companies;" "Rates of Public Service Companies;" "Rules of Public Service Companies")—

chapter on, 1613-1777, vol. 4.

definition, 1614.

is property, 1614, p3362.

to use streets different from corporate franchise, 1615.

as licenses, 1616.

grant of use of streets a franchise, 1617.

grant of right to supply water or gas as, 759.

permission to lay water pipes as, 754.

as real estate, p4739n.

what are "public utilities," 1618.

control over by state commissioners, 1619.

necessity for consent of municipality to use streets, 1620.

telegraph and telephone companies, 1621.

express grant not necessary, 1622.

contents of, 1643.

conditions on granting, 1644.

requiring compensation for use of streets, 1645.

requiring plant to be completed within fixed time, 1646.

requiring railway company to pave, 1647.

duty to include, 1648.

construction and effect of, 1649.

acceptance of, 1650.

amendment or modification of, 1651, 823.

construction of, 1652.

assignment of, 1653.

grant of as acceptance of dedication, 1580.

grant of as precluding right to erect competing plant, 1786.

effect of grant of in general, 1670.

grant unnecessary or invalid, 1671.

grant as contract and impairment thereof, 1672, 759-763.

rights as between grantees of, 1673.

territorial limits of, 1674.

interference with as a taking of property, 1474.

public improvements interfering with grantee of, 1675, 1846.

liability of municipality for acts of public service company, 1676, 2680, p5517.

additional servitudes, see "Abutting Owners."

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

FRANCHISES—Continued.

municipal liability where street required to be kept in repair by grantee of, 2728.

power to condemn, 1494.

payment for, on condemning property, 1512.

value of, element in regulating rates, 1755.

power to tax, 2390, p4993n.

tax on, as property tax, p2207n.

property of grantee as taxable, 2393.

Power to Grant or Refuse.

power of legislature, 1623, 185.

power of municipality, 1624, 174.

power as conferred by implication, 1625.

curative legislation, 1626.

power to grant for private purposes, 1727.

delegation by municipality of power, 1628, 385.

power of municipality to refuse, 1629.

to whom franchise may be granted, 1630.

grant before organization of corporation, 1631.

propriety of grant not subject to review, 1632.

debt limit as affecting power to grant, 2240.

grant of, under Des Moines plan of city government, 341.

grant of, under charter of Greater New York, 339.

Exclusive Rights.

power to grant exclusive franchises, 1633.

exclusive use of street distinguished, 1634.

construction of franchise as to, 1635.

effect of exclusive grant where authorized, 1636.

effect of exclusive grant where unauthorized, 1637.

Procedure to Obtain.

application for, and action thereon, 1638.

submitting to vote of people, 1639, 694.

granting to be by ordinance, 634.

time of introduction and passage, 638.

form of, 678.

reservation of right to change, alter and repeal, 678.

consent of abutters, 1640.

sale to highest bidder, 1641.

particular body or officer who may grant, 1642.

who may enjoin granting of, p5340n.

enjoining award of to one not highest bidder, p5356n.

grant of, as reviewable by taxpayer's suit, 2590.

municipal tort in refusing or revoking, 2632.

Duration, Termination, Revocation and Forfeiture.

power of municipality as to duration of, 1654.

duration as limited by statute or charter, 1655.

construction of grant as to duration, 1656.

termination of, 1657.

rights on termination of, 1658.

extension of, 1659.

surrender of and withdrawal from public employment, 1660.

revocation of, 1661, 826, 827, pp2209, 5419n.

recovery of damages where wrongfully revoked, 1162.

forfeiture of, 1663.

grounds for, 1664.

necessity for resort to courts, 1665.

who may assert forfeiture, 1666.

waiver of and estoppel to assert, 1667.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2608; Vol. 6, §§ 2609-2856.)

FRANCHISES—Continued.

procedure to forfeit, 1668.
extent and effect of, 1669.

Police Power.

effect of grant on subsequent exercise of police power, 1677, 928.
police regulations must be reasonable, 1678.
permit to excavate in streets, 1679.
rules as applied to poles and wires, 1680.
requiring wires to be put underground, 1681.
rules as applied to railways, 1682.

license fees, 1683.

application of rules, 1684.

reasonableness of amount of license, 1685.

Right to Attack Franchise.

who may attack validity of, and how, 1686, 9, 803, p1711n.
estoppel of municipality to object to use of streets, 1687.
estoppel of grantee of franchise to attack it, 1688.

Remedies.

general rules, 1763.
quo warranto, 1764.
remedies of municipality, 1765.
mandamus in behalf of municipality, 1766.
injunction in suit by municipality, 1767.
resisting use of streets by force, 1768.
right of city to restrain company from discontinuing business, 1769.

FRATERNITIES—

organization and history of, 56.
prohibiting scholars joining, 2438, 2446.

FRATERNAL SOCIETIES—

municipal aid to, 2170.

FRAUD (see also "Officers")—

as ground of judicial interference, 379.
as invaliding municipal contracts, 1246, 1271.
contract with municipal officers, see "Contracts."
in letting contract on bids, 1244.
of lowest bidder, p2706n.
as vitiating debt election, 2202.
inducing municipal aid, 2170.
in improvement contract, 1910.
in accepting work as performance of contract, 1929.
ground for enjoining special assessment, 2127.
as defense to action on bonds, 2853.
criminal liability for official, 550.
inquiry into in taxpayer's suit, 2593.

FRAUDS, STATUTE OF, see "Statute of Frauds."

FREEHOLDERS—

who are, pp610, 4853n.
qualification of, p307n.

FREEHOLDERS' CHARTERS—

authorized by state constitutions, 127.
one framed and adopted by people of municipal corporation, 323, p726, 728n.
as governing right to use streets, 1620.
as conferring power to levy taxes, 2368.
authority to condemn conferred by, 1461.
grant of power to own public utilities, 1780.
provisions fixing municipal debt limit, 2208.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

FREEDHOLDERS' CHARTERS—Continued.

right to regulate rates as incidental, p3708n.
requiring notice of defect in streets, 2722, p5598.

FREQUENTER—

of bawdy house, punishment, p2107n.

FRIENDLESS WOMEN—

home for, municipal aid, 2169.

FRIGHT—

of child as proximate cause, p5772n.
of horse as proximate cause, 2854, and see "Horses."

FRIGHTENING HORSES, see "Horses."**FRONT FOOT RULE—**

special assessments, 2089.

FRONTING—

when property is, 2058.

FRUIT—

on sale, protecting from flies and dust, 968.
prohibiting covering with colored netting, p1910n.

FRUIT RINDS—

on sidewalk, injury from, 2787.

FRUIT STANDS—

on sidewalks, 1355.

FUEL—

power of municipality to go into business, 1809.
trust to purchase for poor, 1130.
gas for, pipes as additional servitude, 1709.

FUNDING BONDS—

what are, 2270, and see "Municipal Bonds."
power to issue, 2282.
recitals in, 2342.
estoppel to assert invalidity of old bonds, 2309.

FUNDS, MUNICIPAL (see also "Revenue")—

general or special, 2179.
general expense fund, 2180.
custody of, 2181.
surplus at end of fiscal year, 2183.
transfer from one to another, 2184.
effect of insufficiency of special fund, 2186.
judgment directing payment from special, 2499.
statements as to in warrants, 2245.
from what warrants payable, 2253.
liability payable out of special fund only, debt limit, 2228.
necessity for, to enable municipality to be sued, 2490.
enjoining diversion of, 2596.
diversion of special assessments, 1948.
payment for improvements out of special, 1950.
waste of, 2577.
lack of to repair streets, effect, 2732.
want of to repair bridge, liability where unsafe, p5629n.
personal liability of municipal officers for loss of, 539.
liability for wrongful disbursement of, 540.
failing to account for, received in official capacity, 550.
voting for fraudulent disposition of, criminal liability, 550.
benefit of deposit of, to public officer, criminal liability, 550.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

G.

GALVESTON—

commission plan of city government of, 340, 189, 92.

GAMBLING (see also "Lotteries;" "Billiards and Pool")—

suppression or regulation of, 890, 959, 887, p1860n.
seizure and detention of instruments used for, 712.
power to suppress as conferring power to punish, p1546n.
sufficiency of complaint, p2349n.
right to jury trial, 1060, 1064.
enjoining police in relation to, 2429.

GAME—

billiards as, 1073, p2391, and see "Billiards and Pool."

G. A. R.—

erection of municipal building for, 363, 1145, 2167, p2524.

GARAGE—

automobile, may be regulated, 911.

GARBAGE (see also "Crematories")—

defined, p1959n.
removal of, as municipal function, 822.
power to regulate removal of, 913.
granting exclusive right to remove, 914.
forbidding burning, 907.
requiring permit or license to remove, 913, 983, 1017.
nuisance in disposing of, p5433n.
dumping place as actionable nuisance, p5451n.
power to contract for removal of, 1167.
competitive bids for contract to remove, p2636n.
assignment of contract, 1273.
expenditures for, election, p4650n.
removal of, special assessments for, 2042.

GARNISHMENT—

of municipal corporations, 2517.
equitable garnishment, 2513.
of municipal funds, p4630n.

GAS—

general rules as to right to use streets to convey, see "Franchisees."
rights and duties of gas companies, general rules, see "Public Service Companies."
municipal ownership, general rules, see "Municipal Ownership."
companies as *quasi* public corporation, 106.
forbidding gas works within specified limits, 952.
power to light with not power to light with electricity, p3806n.
implied promise to pay for, pp2748n, 2749n.
laying of pipes after street paved, 1845.
removal of pipes as obstructions, p2001n.
injunction against gas pipes, p2940n.
pipes as taxable, p4995n.
special assessments on gas plant, p4332n.
change of pipes by municipality, damages, p3529n.
municipal liability for injury to pipes by independent contractor, pp5490n-5492n.
pipes as additional servitude, 1709.
injury to trees from escape of, 1323.
recovery of damages against competitor, 1771.
ownership by municipality, see "Municipal Ownership" and 1783, 1785, pp3794n, 3795n, 3814n, 3815n, 3823n, *et seq.*
acquiring lands for beyond corporate limits, 897.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2608; Vol. 6, §§ 2604-2855.)

GAS—Continued.

- municipal ownership, liability for torts, 2680.
- Franchise to Use Streets for.**
 - grant to use streets as franchise, 1617, p522n.
 - power to grant use of streets for, 1624, 1625.
 - street franchise as exclusive, p3421n, 1635.
 - estoppel to refuse right to lay pipes, 3569.
 - regulations as to placing in street, 734.
 - construction of street franchise, p3472n.
 - abandonment of franchise, 1660.
 - grounds for forfeiture of franchise, pp3508n, 3505n.
 - franchise as including right to lay wires, p3515n.
 - police regulations as to excavating, p3537n.
 - requiring pipes to be laid in alleys, 1678.
 - forbidding digging into paved street, 1678.
 - license fee on pipes, p3552n.
 - license fee for supervision, p3554n.
- Duties to Public, and Relations with Consumers.**
 - duty of company to supply, 1689, and see "Public Service Companies."
 - rules of company as unreasonable, 1712-1715.
 - deposits by consumers, p3576n.
 - cutting off for failure to pay, 1690-1693.
 - liability for connections with street mains, 1696.
 - discriminations among consumers, 1697.
- Rates.**
 - general rules, see "Rates of Public Service Companies."
 - reasonableness and regulation of, 1725-1762.
 - power to charge meter rates, 1727.
 - minimum charges, 1728.
 - rent for meters, 1729, 1730.
 - power of city to regulate rates, pp3704n, 3709n.
 - franchise limiting rates, 1738.
 - value of mains and pipes as important, p3739n.
 - value of franchise, what is, p3750n.
 - value of property not issued, p3760n.
 - increase in business from reduction of rates, 1760.

GASOLINE, see "Explosives."

GATES—

- of early cities, 11.
- infringing on street, 1352.
- requiring on cars and trains, 954, p2099n.

GENERAL LAWS—

- defined and distinguished from special or local laws, 197-201.
- cases illustrating and distinguishing from special, 209.
- to have uniform operation throughout the state, 193.
- forbidding special or local laws relating to municipal corporations, 187.
- for creation of municipal corporations, pp122, 126, 129, 130.
- organizing municipal corporations under, 133-148.
- effect of, on special municipal charters, 128.
- special chartered cities and towns may incorporate under, 129.
- ordinances must conform to, 647.
- exceptions, 648.

GENERAL MANAGER—

- is not laborer, p955n.

GENERAL ORDINANCE—

- defined and distinguished from special, 640, 641.
- implied repeals of, 833.

GENERAL WELFARE CLAUSE (see also "Ordinances;" "Officers;"

"Powers of Municipal Corporations")—

as authorizing particular acts, see generally 395, and "Police Power."

regulating closing hours, 964.

regulation of hotel runners, 942.

regulating cruelty to animals, 974, 967.

provision for impounding and selling animals at large, 944.

regulating dogs, 945.

prohibiting business on Christmas, 963.

punishment of maintenance of nuisances, p1916n.

power to declare misdemeanors, p1161n.

providing for removal for misconduct in office, 556.

prohibiting liquor sale, pp121-2123n.

prohibiting public drunkenness, 961.

running of dispensary, p3879n.

power to levy taxes, 2363.

tax on liquor selling, p2274n.

employment of private detectives, to discover incendiaries, p863n.

contract for water supply, 1718.

municipal ownership of light plants, 1783.

contract for construction of waterworks, p3805n.

GERMANY—

municipal government in, 8, 39, 56, 423, pp95, 162, 165, 1265n.

GERMAN LANGUAGE—

when publication of ordinance and notice of pendency may be in, 699.

GIANT POWDER, see "Explosives."

GIFTS, see "Donations;" "Devises;" "Trusts;" "Public Purposes."

"GIFT ENTERPRISE"—

sale of trading stamps as, pp2255n, 2256n.

GIRARD'S WILL, see "Trusts."

GLASS—

sidewalks, notice of unsafety from lapse of time, 2815.

on street, city liable, 2780.

"GOING CONCERN"—

value as, rate regulating, 1756.

GOLD—

requiring bond to be paid in, 2294.

GONGS—

regulating use of, on automobiles, 935.

GOOD BEHAVIOR—

officer, sub-ordinate or employee holding during, 486, 488.

GOOD FAITH (see also "Intent;" "Motive;" "Fraud")—

ordinances must be enacted in, 650.

GOOD ORDER, see "Police Power."

GOOD WILL—

element, rate regulations, 1757.

as taxable, p4994n.

GOVERNING BODY, see "Council;" "Mayor;" "Officers."

GOVERNMENT—

origin of, 5.

early ideas of, 5.

developed from village communities, 8.

representative system prevails in United States, 62.

origin of American institutions, 63.

power of, in United States, is in people, 62.

GOVERNMENTAL DUTIES—

liability for torts in connection therewith, 2623, 2624.
what are, 2625, *et seq.*
liability of public officers in connection with, p1164n.
to provide parks, p5512n.
repair of streets as, 2720, 2721.

GOVERNOR—

mayor formerly appointed by, in New York, 483.
power to remove municipal officers, 555, 454.
appointment of certain municipal officers by, 454.
power to pardon violators of ordinances, 1090.

GRADE AND CHANGE OF (see also "Public Improvements;" "Special Assessments")—

what is, 1843, 1290, pp4237, 4141, 4142n.
establishment for street, 1843.
what constitutes establishment of, 1876.
description of by reference, p4075n.
grading as acceptance of dedication, 1580.
prohibiting use of ungraded streets, p3537n.
ungraded street, liability where unsafe, 2735.
recovery of damages by abutter from grading, 1969.
special assessments for grading streets, 2028, and see "Special Assessments."
order for, to be by ordinance, when, 634.
change of, 1844.
power to change, 1844, 1290, and see "Public Improvements."
change of, to be by ordinance, when, 634.
liability as to surface waters, 2708-2711.
injunction to prevent change of, 2006.
change of as discretionary, 1835.
damages for change of, 1975-1979.
action for damages for raising, sufficiency of petition, 848.
damages from change of, as indebtedness, p4699n.
change of as a taking, 1472.
liability where water pipes freeze, p5404n.
payments for change of, where no legal liability, 2169, p4611n.

GRADE STAKE—

at edge of sidewalk, injury from, 2787.

GRAIN—

destruction of as nuisance, 2648, p1890n.

GRAND JURY—

when to institute proceedings to remove officers, 564.

GRANDESTAND—

in street, 1356.

GRANTS (see also "Franchises;" "Dedication;" "Trusts;" "Navigable Waters;" "Deeds;" "Corporate Property")—
of streets, 1294.

GRASS—

in street, title to, 1329.

GRASS PLAT—

between sidewalk and curb line, safety, 2746, and see "Curb."
injury from barriers around as actionable, 2768, p5658n.

GRATING—

projecting above sidewalk, injury from, p5686n.

GRATUITIES, see "Donations."

6 McQ.—59

GRAVEL AND GRAVEL BEDS (see also "Quarry")—
deposit of, on streets as nuisance, 925.
outside city limits, 1108.
taxation of, 1162.

GRAVE YARDS, see "Cemeteries."

GREAT CHARTER—
of King John, 50, pp107, 108n.

GRECIAN CITIES—
historical, 2, 7, 10, 25-27, 72, pp43-54n.

GRIST MILLS—
as internal improvements, 2279.

GROCERS (see also "Food;" "Fruit;" "Milk;" "Butchers;" "Meat")—
prohibiting keeping of liquors, p2124n.
license to sell liquor, 1026.
license tax separate from liquor or tobacco license, 1002.

GROSS RECEIPTS—
power to tax, 2369, p4994n.

GUARANTY—
power of municipality to make contract of, 1162.
of promissory notes, 2161.
of safety of streets, 2726.
power to guarantee railroad bonds, p4575n.
agreement of contractor to make repairs, 1912.

GUARDIANS—
power to dedicate, 1549.
power to sign petition, p3999n.
power to sign remonstrance, p4005n.

GUARD WIRES—
requiring use of, p3537n.

GUARDS—
duty to guard and warn against dangers in streets, 2795-2806.
failure to erect when required by ordinance, 2797.
statutory liability for want of, 2798.
to protect from declivities and embankments, 2800.
siderrail on bridge, necessity for, p5630n.
excuses for not erecting on street, 2802.
guards closing street for travel, 2803.
guards at side of street, where private way intersects, 2801.
sufficiency of, 2804.
as question for jury, 2804.
lights, 2804.
watchmen, 2804.
effect of removal of, 2805.
effect of lights going out, 2805.
watchmen to prevent removal of, 2805.
barriers around grass and flower plots, as actionable obstructions, p5658n.
person leaning on railing as "traveler," p5648n.
want of as proximate cause, 2849.
special assessments to construct railings, 2025.

GUNPOWDER—
regulations as to storage of, 952.
permit to fire off, 2660.

GUTTERS (see also "Sewers and Drains")—
special assessments for, 2028, 2029, and see "Public Improvements:"
"Special Assessments."
across street, city as liable for injury from, 2779.

GUTTERS—Continued.

open, between crosswalk and sidewalk, as negligence, 2792.
unsafe platform over, p5622n.
obstruction of as actionable, 2708-2711, p5574n.
walking in as contributory negligence, 2830.

H

HABEAS CORPUS—

to obtain release of one convicted for violating ordinance, 1098.
to question validity of ordinance, 799.

HACKS (see also "Vehicles;" "Hackstands")—

license fees, 1011, p2247n.

HACKSTANDS—

in streets, and regulation of, 1357, 924.
discretionary powers conferred on officers as to, 723.
consent of abutter to, 999.
as injury to business of abutter, p2960n.
evidence in prosecution for violation of rules as to, 1073.

HAND BILLS—

forbidding distribution of, on sidewalks and public places, 930, p2393n.

HARBORS (see also "Wharves")—

establishing and maintaining, as municipal function, 332.
power to establish, p3894n.
implied power to condemn for, 1460.
lines, condemning for, p3110n.
local police regulations of, as interference with commerce, 793.

HARD LABOR—

as punishment for violating ordinance, 715, 716, p1557n.

HATCHWAYS (see also "Arenaways;" "Cellars;" "Vaults;" "Coal Holes")—

walking into as contributory negligence, p5747n.

HATS—

requiring women to remove, 976.
wearing hatpins with points exposed, 984.

HAWKERS AND PEDDLERS (see also "Interstate Commerce")—

regulation of, 967, 924, 989.
farmer as, p2146n.
butcher as, p2146n.
noises of, 967, p2147n.
living beyond corporate limits, regulating, p1903n.
license fees, 1018, 989.
amount of, p2230n.
license tax on as uniform, p2224n.
license on, as interference with commerce, 777, 778, 782.

HAY SCALES, see "Weighing Scales."

HEALTH (see also "Hospitals;" "Police Power;" "Quarantine")—

protection of, as municipal function, 332.
police power extends to all matters affecting, 889, and see "Police Power."
districts for maintenance of, in England, 44.
creation and management of department, 439.
power to declare and abate nuisances, p1909n.
power to rent buildings for hospitals, etc., p1935n.
power to expend money to protect, 2167.
boards of, as corporation, 111.
power to create, 899.
power to enact ordinances, 671.
declaration of, as to nuisance, as conclusive, 896, pp1926, 1927n.
power to enjoin private sewers, 1446.

HEALTH—Continued.

- destroying property to prevent spread of disease, 2648, 2649, 892, 905.
- destruction of property in abatement of nuisance, p1930n.
- police power regulations, see "Police Power," and "Nuisances;" "Cigarettes;" "Tobacco;" "Tenement Houses;" "Garbage;" "Dead Animals;" "Cemeteries;" "Slaughter Houses;" "Swine;" "Markets;" "Milk;" "Food;" "Meat;" "Butchers;" "Fruit;" "Smoke;" "Second Hand Dealers."
- regulations distinguished from those relating to public safety, p1911n.
- regulations beyond corporate limits, 897, pp1906, 1907n.
- small pox hospital within limits of another corporation, p1907n.
- regulations as a taking of property, 1470.
- injury to from sewers, 2698.
- contagious diseases, 890, 905.
 - regulation of under police power, 890.
- physicians required to report existence of, 905.
- removal of persons afflicted beyond corporate limits, 905.
- vaccination, see "Vaccination."
- shutting off part of street, for benefit of sick person, 2803.
- municipal liability for torts of health officers, 2669.
- injury to prisoner, municipal liability, 2642.
- quarantine laws as interference with commerce, 791, 792, and see "Interstate Commerce."
- liability for quarantining, p5393n.
- benefit to, as warranting special assessment, 2045.

HEARING—

- in proceedings to remove officer, 552, 557, 562, 566, pp1229, 1230n.
- in case of forfeiture, 713.
- in abatement of nuisances, pp1927, 1928n.
- where costs of abatement of nuisance in charge on property, 904.
- on proposed special assessment, 2077.

HEIGHT—

- of buildings, regulation as to, 949.

HEIRS, LEGATEES AND DEVISEES—

- as necessary defendants in action to collect special assessments, 2149.

HIDE CURING—

- regulation of, p1942n.

HIGHEST BIDDER, see "Bids."

HIGHWAYS (see also "Streets")—

- defined, 1279.
- not always a street, 1283.
- as including street, 1284.
- districts for maintenance of, in England, 44.
- legislature may control establishment of, 284.
- state and municipal regulations as to obstructing, 887.
- commissioner of as servant of city, 2653.

HISTORICAL—

- view of rise and government of municipalities, 1-83.

HITCHING POSTS—

- in streets, 1258.
- on public square, p3332n.
- municipality may decide where to be placed, 924.
- revoking permit for, 1319.
- injury from, in street, as actionable, 2781.

HITCHING RACK—

- on street or public square, 925.

HOGS, see "Swine;" "Animals."

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

HOLES—

- in street, city as liable for injuries from, 2769.
- in driveway, 2780.
- in sidewalk, 2788.
- in crosswalk, 2793.
- in street as proximate cause, 2852, p5772n.

HOLIDAYS (see also "Christmas;" "Fourth of July;" "Sunday")—

- appropriations for celebration of, 364.
- prohibiting sale of liquor on, p2121n.

HOME RULE, see "Freeholders' Charter."**HOMESTEAD—**

- power to condemn, 1494.
- exemption of from special assessments, 2067.

HOOPS—

- rolling on sidewalk as negligence, p5757n.

HORSES (see also "Racing;" "Animals")—

- regulating hitching and attending of, in street, 939, p2043n.
- leaving unhitched as negligence, 2838.
- dropping dead, proximate cause, 2854.
- injury from on street as actionable, 2771.
- frightened and runaway horses, municipal liability, 2663, p5493.
- objects frightening, city as liable for injury, 2783.
- keeping street safe for runaways, 2725, 2854.
- where fright caused by third person, p5632n.
- proximate cause, pp5772, 5773n.
- shying of as proximate cause, 2854.
- runaway horse as proximate cause, 2854, 2845, 2847.
- injury as too remote, p5764n.

HORSE RACES, see "Racing."**HORSE RAILROADS—**

- as additional servitude, 1702, and see "Street Railroads."
- exclusive street franchise for, effect, 1635.

HOSE—

- pipe in street, city as liable for injury from, p5677n.

HOSPITALS (see also "Health")—

- power to establish and maintain, 899, 905, p1912n.
- establishing and maintaining as municipal function, 322.
- legislative interference with, 174.
- beyond city limits, 897, p3918n.
- power of city to contract with, 1167.
- for care of poor, 2452.
- implied contract to pay for building used, p2754n.
- donation to, 2166, pp2526, 4601n.
- power to purchase land for, p2458n.
- loss of title to, by adverse possession, p2548n.
- duty to erect not include power to levy tax for, 2363.
- power to condemn for, p3119n.
- pest house as taking of property, 1470.
- bequest in trust for, valid, 1131.
- as nuisance, 2641.
- pest house as nuisance, 2641.
- maintained by municipality, 2458.
- property of as subject to special assessments, pp4419n, 4420n.
- liability of for torts, p5380n.
- municipal liability for torts connected with, 2669.

HOTELS (see also "Boarding Houses;" "Restaurants")—

- lease of building in park for, 1156.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

HOTELS—Continued.

lease of part of park for, 1156, p2543.
 hackstands, 1357, and see "Hackstands."
 enjoining police from invading, 2429.
 exemption from taxes, p5015n.
 cutting off view of, not special injury, p2959n.
 scales in front of as special injury to, p2954n.
 obstruction of street in front of, special injury, p2956n.
 police regulation of porters and runners, 942.
 soliciting forbidden, p2392n.
 drummers for, power to license, p2201n.
 licenses, 1028.
 power to license, 989.
 exemption of small ones from license tax, p2223n.

HOURS (see also "Eight Hour Day;" "Eight Hour Law")—

power of legislature to regulate, 240.
 regulating number of, on public work, p1861n.
 fixing closing hours, 964.
 regulating opening and closing of skating rinks, 947.

HOUSE (see also "Dwellings;" "Buildings;" "Bawdy Houses;" "Markets," etc.)—

defined, p2113n.

HOUSE DIRT—

regulating collection and removal of, 915.

HOUSE OF INDUSTRY—

municipal liability for torts, 2674.

HUCKSTERS, see "Hawkers and Peddlers."

HUSBAND AND WIFE, see "Married Women;" "Community Property."

HYDRANTS—

as encroachment on street, p2876n.
 power to rent, p3666n.
 municipal liability for torts, 2683, p5516n.
 in street, injury from running into, 2781, p5634n.
 ice caused by broken hydrant, city liable for injury from, 2784.

I.

ICE, see "Snow and Ice."

IDLING—

on streets, forbidding, 941.

IGNORANCE (see also "Knowledge;" "Notice")—

as defense, where ordinance violated, 1085.

ILLEGAL CONTRACTS, see "Contracts;" "Implied Contracts;" "Ultra Vires."

ILL FAME, see "Bawdy Houses."

ILLNESS, see "Health."

IMPAIRMENT OF CONTRACTS (see also "Constitutional Law")—

ordinances cannot impair obligation of, 740, 753-770.
 rights of creditors cannot be impaired, p541n.
 what is contract as used in constitutions relating to impairment of obligation of, 755, and see "Contracts."
 federal courts not follow state courts as to, 757.
 contract created by grant of right to use streets, 759-761.
 exclusive privileges, 761.
 impairment by state, 762.
 reservation of right to alter, grant and repeal franchise, 763.
 contract for public work, 764.
 rights vested in contractor, 765.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

IMPAIRMENT OF CONTRACTS—Continued.

- mere change of remedy authorized, 765.
- may change method of payment, 765.
- reducing sum to be paid, 765.
- curative act changing method of special assessment, p1651n.
- grading contract, p1653n.
- changing time and method of payment, p1653n.
- law imposing certain conditions precedent, p1654n.
- rights vested in contractor illustrated, 766, 767.
- when new remedy controls, 769.
- when old law to be followed, 770, p1655n.
- interest on special tax bills as part of obligation, 768.
- contracts between municipality and public service company, p3665n.
- regulation of rates as, 1737.
- taxing bonds as, 2394, 758.
- revoking or limiting power to levy taxes as, 2373.
- revoking exemptions from taxation as, 2401.
- license fees as, 1683, p2191n.
- license tax on lawyers as, 1022.
- license tax on insurance companies as, 1021, p2264n.
- statutes as to warrants as, 2255.
- warrants not paid in order of presentation, as, 2254.
- statutes giving priority to assessment liens as, 2210.
- acceptance of refunding bonds, 2283.

IMPEACHMENT—

- of elective officers, 553, p1165n.
- collateral, of municipal records, 624.

IMPLICATION (see also "Powers of Municipal Corporations)—

- doctrine of, in creation of municipal corporations, 150.
- when power of removal of officers exists by, 554.
- doctrine of, applicable to penalties of ordinances, 710.

IMPLIED CONTRACTS (see also "Money Counts")—

- liability on, 2488, 1262-1267.
- where contract ultra vires, 1172.
- liability for water or light supply, 1722.
- recovery on where bonds invalid, 2349.
- as within debt limits, 2215.
- to pay for relief furnished pauper, 2453.
- special assessments, no recovery on, 2132.

IMPLIED POWERS, see "Powers of Municipal Corporations."**IMPORTS—**

- ordinance laying imposts or duties on, 740.
- license tax on those engaged in, 774.

IMPOSED DUTIES—

- municipal liability as confined to, 2726.

IMPOUNDING, see "Animals."**IMPRISONMENT (see also "Jails;" "Fines;" "Penalties;" "Indictment")—**

- power to enforce ordinances by, 710, 715, 1088.
- for non-payment of fine, 715.
- is not a debt, 715.
- duration of, 715.
- penalties, hard labor as punishment for violating ordinance, 715, 716.
- must be reasonable, 720.
- to enforce license tax, p2242n.
- under void ordinance, municipality not liable, 2640.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

IMPROVEMENTS (see also "Public Improvements;" "Internal Improvements")—

unimproved property as subject to special assessments, 2048.
in streets, summary removal, p2932n.

IMPROVEMENT ORDINANCE—

defined and classified, 639.
applying to part of city only, 665.
forms of, vary, 678.

INCENDIARY, see "Rewards."

INCIDENTAL POWERS, see "Powers of Municipal Corporations."

INCOME—

power to tax, 2369, p2194n.
from municipal property as affecting liability for torts, 2672-2674.
municipal debts as limited to, 2206.
liability payable solely from, not debt, 2230.
what profit deemed reasonable, 1762.

INCOMPATIBLE OFFICES—

defined and illustrated, 451, 452.

INCOMPETENCY—

as ground for removal from office, 556.

INCORPORATION (see also "Municipal Corporations")—

quo warranto to test existence of municipality, 2530.

INCORPOREAL HEREDITAMENT—

franchise as, 1614.

INCREASE—

of indebtedness beyond debt limits, p4680n.

INDEBTEDNESS, MUNICIPAL (see also "Claims;" "Debt Limits")—

power of municipality to incur, 2164-2176.
power to make contracts, see "Contracts."
power to incur as power to borrow money, 2160.
elections to authorize incurring, see "Elections," and c. 40, vol. 5.
must be for public municipal purpose, 2165.
power of legislature, 2166.
illustrations of what are public purposes, 2167.
moral claims, 2168.
illustrations as to donations upheld, 2169.
aid to private corporations or associations, 2170.
constitutional prohibitions against donations, 2171.
conditions precedent and procedure, 2172.
necessity for making provisions for payment, 2173.
requiring provision for levy of taxes, 2174.
certificate that funds are applicable or indebtedness lawful, 2175.
effect of unauthorized debts or expenditures, 2176.
payment of, 2185.
power of legislature to impose on municipal corporations, 234.
when legislature cannot release or extinguish or allow it to be done, 185.
legislature may prescribe terms, p534n.
local corporations restricted as to, 186, and see "Debt Limits."
power of legislature to allow municipal corporations to exceed, 234.
condition and apportionment of, on change of corporate boundaries, 294.
penalty of imprisonment for non-payment of fine is not, 715.
requiring payment of, to secure sewer connections or water, 737.
license taxes as, 1007, 715, p1555n.
taxpayer's suit to enjoin, 2590.
on dissolution, see "Dissolution of Municipal Corporations."
particular forms of, see "Promissory Notes;" "Warrants;" "Municipal Bonds."

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

INDECENT CONDUCT—
forbidden, p1594n.

INDECENT EXPOSURE—
what is, p2395n.
intent, p2108n.

INDEMNITY (see also "Guaranty")—
to public officers on account of liabilities incurred, 514.
contracts for, power of city to make, 1168.

INDEPENDENT CONTRACTORS, see "Contractors."

INDETERMINATE PERMITS—
in Wisconsin, 1649.

INDIANS—
power to dedicate, p3223n.

INDICTMENT (see also "Crimes")—
against municipalities, 2519-2524.
for obstruction in street, 1373, p1998n.
use of street by railroad without authority, 1763.
municipal officers subject to, 550.
for failure to keep streets in repair, p1203n.
work under ultra vires ordinance amounting to public nuisance, 808.

INDIGENT SICK, see "Poor;" "Hospitals."

INDIVIDUAL LIABILITY, see "New England Towns;" "Officers."

INDIVIDUAL LIBERTY, see "Personal Liberty."

INDORSEMENT (see also "Signature;" "Countersignature")—
of bonds, to transfer, 2307.
of bonds, taxpayer's suit to prevent, 2592.

INDUSTRIAL SCHOOLS (see also "Jails;" "Reformatories")—
commitment to, 2461.

INEBRIATES, see "Drunkenness."

INFANTS (see also "Children;" "Guardians")—
forbidding sale of liquor to, p2121n.
commitment to reformatories, 2461.
curfew laws, p5108n.
time to present claims against city, 2468.
paupers, place of settlement of, 2454.
residence of guardian as situs for taxing, 2390.

INFECTIOUS DISEASES, see "Health;" "Hospitals."

INFERIOR COURTS, see "Municipal Courts;" "Juvenile Courts."

INFIRM—
persons as, use of streets as negligence, 2835.

INFORMALITIES, see "Irregularities."

INFORMATION (see also "Complaint or Information to Enforce Police Regulations")—
in *quo warranto*, 2535.
necessity for in prosecution for violating ordinance, 1036, p2316n.

INFRINGEMENT, see "Patents."

INGRESS AND EGRESS—
right of abutter to, 1325.

INHABITANTS (see also "Electors;" "Freeholders;" "Residence")—
who are, pp254, 288, 610, 991.
distinct from municipal corporation, p287n.
increase or decrease of, as dissolution of municipal corporation, 298.
may not dissolve municipal corporation, 301.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

INHERITANCE—

collateral inheritance tax, 2366.

INITIATIVE AND REFERENDUM—

constitutional municipal charter may provide for, 323.

authorized by Des Moines charter, 341.

ordinances passed and approved by electors, 694.

enjoining action under ordinance without, p5346n.

rates fixed by, 1742.

street franchises, 1639.

INJUNCTION—

by taxpayers, see "Taxpayers' Suits."

against municipalities, in general, 2502.

power of municipality to sue for, 2505.

against enactment of ordinance, 2503, 705.

to question validity of ordinance, 799.

to restrain enforcement of ordinances, 805, 1099, 2504, 850, 809.

to stay proceedings of criminal character, 805.

to prevent enforcement of penal ordinances, 805.

to prevent enforcement of ordinances as to wharfage, p1725n.

to prevent violation of ordinance, 806.

to restrain collection of special assessment, 2127.

to test validity of annexation or detachment proceedings, 288.

to test right to preside, 585.

to prevent illegal acts, 794.

to forbid officers to enter buildings without permission, 896.

to try title to office, 582, pp1025, 1281n.

to prevent discharge of sewage, 1446, p1963n.

to prevent public improvements, 1997, 2004-2009.

change of grade, 2006.

vacation of street, 2007, 1413.

against reduction of rates, 1770, 1767.

against shutting off water, etc., 1767, 1774.

against police officers, 2429.

against business undertaken by municipality, 1815.

to prevent letting of contract without bids, p2633n.

to restrain award to one not lowest bidder, 1240.

against nuisance, 2502, 904, pp1929, 1930n.

against bond issue, 2346.

to protect owners of improvement bonds, 2269.

against interference with abutter, 1381.

by abutter against public service companies, 1777.

against removing shade trees, 1327.

against obstruction in street, 1371, 1374, 1376, 926, pp2003-2005n.

special injury from street obstructions as condition to right to sue, 1382-1389.

to prevent collection of wrongful tax, 2410.

to prevent granting of franchise, 1763, p8410n, and see "Taxpayers' Suits."

to attack validity of franchise, 1763.

by municipality against use of streets by public service company, 1767.

in case of conflicting councils, 582.

by public service company, where use of street interfered with, 1770.

by grantee of franchise against competitor, 1771.

mandatory injunction against city, 1770.

to compel furnishing of water, 1773.

as excusing non-performance of contract, p4149n.

as excusing breach of street franchise, 1664.

suit by attorney general, 2580.

proper and necessary parties, 2494.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

INJUNCTION—Continued.

who may sue to enjoin unlawful use of city building, 1145, p2524.
forfeiting street franchise as incidental relief, 1668.
municipal liability for maliciously suing out, 2637.

INJURY, see "Damages;" "Negligence;" "Unsafe Streets;" "Special Injury."

INMATE—

of bawdy house, punishment, p2107n.

INSANE PERSONS—

confinement of, under police powers, 890.
support of, by New England towns, 388, p857n.
taking care of, as municipal function, 322.
municipal asylum for, 2458.
power of city to contract with hospital as to, 1167.
forbidding bringing within corporate limits, 899.
ground for removing officer, p5053n.
guardian as necessary party to actions, 2149.

INSOLVENCY—

excuse for breach of street franchise, p3506n.

INSPECTION—

of municipal records, 630.
seizure of milk for, 744.
of books of cotton merchants and police regulations, 745.
of shops of pawn brokers, 745.
of steam boilers, 895.
of illuminating fluid, before sale, p2134n.
of animals intended for food, p2134n.
of buildings, construction and erection of, 948, p2070n.
liability for negligence in, see "Torts;" "Unsafe Streets."
duty of to discover latent defects in streets, 2815.

INSPECTOR—

excise, as officer, p944n.
of streets as employee, p944n.
of buildings, as mere employee, p945n.
notice to of defects in street, 2810.

INSTALLMENTS—

sum of, as present indebtedness, 2233.

INSURANCE—

on municipal buildings, 1126.
stock and property of company as taxable, p4994n.
loaning of municipal credit to, 2171.
license fees, 1021.
license tax on as unequal, p2223n.
existence of as barring action for loss of property, p5464n.
money due city as exempt from execution, 1160.

INSURER—

against injury on street, 2726.

INTERVENING CAUSES, see "Proximate Cause."

INTEGRAL PARTS—

of municipal corporations in England, 302.
loss of, dissolves, 305.
municipal corporations do not consist of, in United States, 302.

INTELLIGENCE OFFICES—

regulating, 977.
license tax on, p2223n.

INTENDANT—

chief officer of towns in Alabama, 433, pp1262, 1284n.

INTENT (see also "Motive")—

to dedicate, 1561-1573.

in committing tort, 2622.

proof of, violation of ordinance, 1074.

INTEREST (see also "Coupons;" "Usury")—

on claims against city, 2471.

on loan of municipal funds, 2163.

on municipal bonds, 2272.

as fixed by election, 2203.

on salaries, action to recover, p1162n.

on special tax bills as part of contract obligation, 768.

on sum due contractors, 1952.

on warrants, 2250.

recovery in condemnation proceedings, 1517.

including in special assessments, 2095.

as part of municipal debt, 2287, 2224.

payment of as ratifying bonds, 2309.

reasonable rate of, public service companies, 1762.

when officer may be charged with, for failure to pay over moneys, p1169n.

loss of, on funds deposited, official liability for, p1169n.

as item of damages for torts, pp5464, 5466n.

of councilmen, or partner, forbids voting in England, 59, and see "Officers;" "Contracts."

of members of body, how quorum affected by, 599.

INTERNAL IMPROVEMENTS—

what are, 2279.

street railway as, 1779, p3872n.

donations to, 2166.

INTERPRETATION, see "Construction."

INTERSTATE COMMERCE—

ordinances cannot interfere with, 771-793, 740.

what is commerce, 772, 779.

license tax on those engaged in exporting and importing, 774.

license tax for privilege of selling goods, 775, 996.

discrimination is not test, 776.

where goods sold are in the state, 777.

peddlers, 778.

personal contracts; occupation tax, 779.

license tax on brokers, agents, etc., engaged in, 780.

discriminating license tax void, 781.

license tax under police power, 782.

telephone and telegraph poles in streets, 783, 1634.

taxation of property employed in, 784.

license tax on foreign corporations, 785.

taxation on operation or objects of, 786.

property in transit, 787.

local police regulations, 788.

scope of police powers, 789, 790.

quarantine laws, 791, 792.

harbor and local police regulations, 793.

for exporting and importing as regulation of commerce, 774.

discriminations in rates, p3587n.

municipal tax interfering with, 2366.

personal contract not included in commerce clause of federal constitution, 779.

requiring license from non-residents, p2222n.

INTERSTATE COMMERCE—Continued.

requiring license fee, for trading stamps, as interference with, 1014.
wharfage charge as interference with, 404.
license for privilege of navigation as regulation of, 409.
requiring work to be done within state, 1202.
as precluding fee for use of streets, 1645.
engaging in, no right to use streets, 1621.

INTERURBAN RAILROADS—

as additional servitude, 1704.
fixing rates of fare, 1740.

INTERVENTION—

by taxpayers, 2583.

INTOXICATING LIQUORS (see also "Drunkenness;" "Interstate Commerce;" "Mandamus")—

regulating sale of, 890, 960, 887, 746.
regulating sale of, by druggists, 744.
power of municipal corporation to forbid sale of, p1860.
prohibiting drinking of, 961.
selling of, as nuisance, 902.
prohibiting sale of near parks, p2544n.
regulating sale of beyond corporate limits, pp1907, 1908n.
forbidding sale on Sunday, 963.
forbidding women where sold, 749.
fining persons in possession of premises where liquor sold, 746.
closing hours for saloons, 964, 728, 742, p1861n.
requiring closing during divine service, 747.
licensing saloons, 989, 986, 1026, 1027.
petition of majority of voters for, 999.
 effect of granting license to sell, 1006.
 compelling grant of license to sell, 1005.
 license, different rates on different streets, 1001.
 penalty on retail grocers for keeping without license, 941.
power of municipality to engage in sale of, 1814, 896, and see "Dispensaries."
power to expend money to enforce law, 2167.
validity of ordinance authorizing destruction of, 2431, pp1890n, 1902n.
enjoining interference with sale of, 2429.
as taxable, p4995n.
sufficiency of complaint, 1048-1050, 1052.
violations of laws, right to jury trial, 1060, 1064.
evidence in prosecutions for sale of, 1073.
variance in prosecutions for sale of, 1073.
liability of saloon keeper for acts of servant, 1076, p2397n.

INTRINSICALLY DANGEROUS—

municipal liability for acts of contractors where work is, 2662, pp5492, 5494.
city as liable for unsafe street caused by negligence of licensee where work is, 2751, p5637n.

INTRUDER, see "Officers."

INVENTIONS, see "Patents."

INVESTIGATIONS (see also "Inspection")—

power to pay for, pp4598, 4592n.

INVESTMENT—

of municipal moneys, 2163.

IRON GRATINGS, see "Unsafe Streets."

IRREGULARITIES—

- as defense to action on bonds, 2353.
- as affecting validity of special assessments, 2111, *et seq.*
- in special tax bill, 2105.

IRRIGATION—

- power to permit ditches in streets, p2388n.
- canals as interval improvements, 2279.
- power of city to construct ditches on streets, p2028n.
- right of abutter to bridge ditch, 1325, p2861.
- municipal liability for torts, p5516n.

IRRIGATION DISTRICTS—

- as public corporations, 106, p253n.
- for "municipal purposes," 110.
- as within debt limit provisions, 2213.

ISLANDS—

- part of city's harbor, lease of, 1145.

ISSUANCE—

- of bonds, time for, 2297.

ITALIAN CITIES—

- historical, 23-31, 72, 433, p1265n.

ITINERANT MERCHANTS—

- license tax on, 1013, pp2253, 2224n.
- amount of license fee, p2230n.

J.

JACKASS—

- forbidding keeping of, 957, p2163n.

JAILOR—

- duties of, p1085n.

JAILS—

- power to maintain, 1316.
- power of city to erect, 1116.
- as nuisance, 2642.
- power to condemn for, p3119n.
- on public square, p3333n.
- liability of municipality for board of prisoners, 2464.
- municipal liability for torts in connection with, 2421, 2642, p5067

JANITOR—

- as employee, pp944, 945n.
- employment of, p1087n.
- notice to of defect in street, 2310.

JOINDER (see also "Actions")—

- of successive violations of ordinances, in one prosecution, 1043.

JOINT ASSEMBLIES—

- quorum of, of definite body, 600.

JOINT TENANT—

- city cannot hold as, 1123.

JOURNAL, see "Meetings;" "Records."

JUDGES—

- of municipal courts, may be citizens, 1032.
- civil liability of, 549.
- torts of, municipal liability, 2629.

JUDGMENT—

- in actions in general, 2499.
- in *quo warranto*, 2533.
- in taxpayer's suit, 2603.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

JUDGMENT—Continued.

in proceedings to enforce ordinance, 1088.
 in proceedings to remove officers, 568.
 in proceedings to annex or detach territory, 287.
 confirming special assessment, 2102, 2103.
 personal judgment for special assessment, 2131.
 as debt within debt limits, 2225.
 merger of warrant into, 2254.
 power to issue bonds to pay, 2280, 2282.
 power to levy tax to pay, 2370.
 duty to levy tax to pay, p4973n.
 power to borrow money to pay, p4575n.
 mandamus to compel payment of, 2565.
 taxpayer's suits to enjoin collection of, 2599.
 purchase by city, 1105, p2459.
 municipal liability for errors of court, 2629.

JUDICIAL ACT—

declaration of presiding officer as to vote is not, 586.
 revocation of privilege to use streets is not, 808.

JUDICIAL DEPARTMENT—

establishing and maintaining as municipal function, 322.
 control of, by legislature, 234.
 province of, as to exercise of police power, 893.

JUDICIAL DUTIES—

municipal liability for torts in connection with, 2628, 2629.

JUDICIAL NOTICE—

of public corporations, 154-156, pp355, 356n.
 of location of corporation, 157.
 of class of municipal corporation, 154.
 of population of municipal corporations, p356n.
 of names of municipal corporations, 251.
 of public laws of state, 849.
 of private acts, p857n.
 of municipal charters, 842, 154-156, 849.
 of ordinances, 847, 849.
 police, city and municipal courts will take, 849.
 of ordinances on appeal from municipal courts, 861, 1094.
 of seal of state, 2581.
 of seals of old English cities, p582n.
 of meaning of "policy" in penal ordinances, p1742n.

JUDICIAL OFFICERS—

whether state or local, p348n.

JUDICIAL POWERS—

are matters of state regulation, 186.
 exercise by council or governing legislative body, 573.
 exercise of, in removing officers, 553, 565.
 when mayor may exercise, 433.
 extends to determining validity of ordinance, 794.

JUDICIAL PROCESS—

execution of, a governmental function, 322.

JUDICIAL SALES—

power of city to purchase at, 1107.
 to pay special assessments, 2154-2156.

JUNK—

license to deal in, 1028.

JUNK SHOPS—

regulating, 977.

JURISDICTION (see also "Boundaries")—

- of actions against municipalities, 2491.
- of municipal courts, 1030, 1031.
- of municipal corporations, usually confined to corporate limits, 259.
 - may be extended beyond, 259, p585, 586n.
- of public corporations in the same limits, p264n.
- conflict in in annexing and incorporating, 280.
- separate bodies possessing concurrent, in incorporation of municipal corporations, 148.
- to confirm special assessment, 2100.
- must appear in removal proceedings, 566, 568.

JURY—

- right to, in proceedings to enforce ordinance, 1059-1066.
- in municipal courts, may be citizens, 1032.
- not appropriate in abating nuisances, 904.
- commitment of minors, 2461.

JUSTICE OF THE PEACE—

- town clerk may act as, p1036n.
- when mayor may act as, 432.
- jurisdiction to try violations of ordinances, 1030, pp2291n-2296n.

JUVENILE COURTS—

- powers, etc., 2462.

K.

KEEPER—

- of shop, who is, 1075.

KITE FLYING—

- regulating, 924.

KNOWLEDGE (see also "Notice")—

- condition to ratification of contract, 1259.
- of several citizens as knowledge of city, 2810.
- of defects in street, as contributory negligence, 2826.

L.

LABELS—

- counterfeit, intent, 1074.

LABOR, see "Work;" "Hours;" "Employees;" "Master and Servant."

LABOR LAWS—

- requiring bidders to comply with, 1911, and see "Work and Labor;" "Hours;" "Eight Hour Day."

LACHES—

- taxpayer's suits, 2589.
- as precluding *certiorari*, 2180.
- as bar to *mandamus*, 2543.
- as barring right to enjoin obstruction of street, 1376, p2944.
- effect of failure to object to street encroachments, 1335.
- in attacking assignment of street franchise, 1654.

"LAID OFF"—

- meaning of term, pp624, 331n.

"LAID OUT"—

- meaning of term, pp624, 331n.

LAKES (see also "Navigable Waters")—

- rights of city in, 1437.

LAMPLIGHTER—

- notice to of defect in street, 2810.

LAMP POSTS, see "Posts."

LAND (see also "Corporate Property;" "Real Property")—

- what is, 3126n.
- relation of government to, 5.
- as basis of society, 6.
- agricultural, see "Farms."

LANDINGS, see "Wharves."

LANDLORD AND TENANT, see "Leases."

LANTERNS—

- as sufficient warning, 2804.
- removal of, 2805.

LARCENY—

- stolen bonds, 2303.
- right to jury trial, 1060, 1064.
- jurisdiction of municipal courts, p2294n.

LATENT DEFECTS—

- in street, constructive notice of, 2815, and see "Unsafe Streets."

LATERAL SUPPORT—

- injury to as a taking, 1476.
- excavations by abutter as affecting, 1347.
- dedication for, 1543, p3211.
- surface water undermining, 2711.

LAUNDRIES—

- regulating, 977, 747.
- regulating hours of labor, p2131n.
- discriminating against Chinese, 739.
- power to license, 989.
- license fees, 1016.
- amount of license fee, p2231n.
- license tax as double, 1003.
- license tax as uniform, p2223n.
- consent of property owners to, 999.
- regulations as to opening and closing within defined limits, 742.

LAVATORIES, see "Comfort Stations."

LAW (see also "Legislature").

- ordinance as, 754, 759.

LAW DEPARTMENT—

- creation, management, officers and employees of, 440.
- right to act, proceedings to enforce ordinance, 1069.
- power to bring suits, 2497.
- power to make contracts, 1177.
- countersigning contracts and approving, 1179.
- ratification of acts of, 2657.

LAW OF THE ROAD—

- applied in actions for personal injuries, 1295.
- non-compliance with as negligence, 2838.

LAWYERS, see "Attorneys."

LEASE—

- power of municipality to become lessee, 1113.
- holding over, 1113.
- power to lease municipal property, 1145.
- as abandonment of property condemned, p3173n.
- as dedication, p3193n.
- as showing intent to dedicate, p3239n.
- beyond term of municipal officer, 1254.
- effect of omission of corporate seal on, p580n.
- evading debt limit by taking, 2235.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

LEASE—Continued.

necessity for competitive bids, p2635n.
 of market stalls, p2137n.
 of municipal building, liability for torts, 2674.
 of municipal property, how executed, 1147.
 of part of street, 1313, p1993n.
 of part of parks, municipal liability for torts, 2678.
 of property dedicated, 1607, 1608.
 of public utility owned by municipality, 1802.
 city gas works, p3910n.
 of school lot for oil well, 2437.
 of street, not an abandonment, 1399.
 of wharf, municipal liability for torts, p5511n.
 option in as creation of debt, 2221.
 power of lessor or lessee to dedicate, 1552.
 power to condemn leasehold interest, 1494.
 right of lessee to sign petition for improvements, pp3998, 4000n.
 right of lessee to recover for injuries from unsafe street, 2761, p5642n.
 right of tenant to damages from public improvements, 1986.
 right of lessee to contest special assessment, 2118.
 right of lessee to sue, where street obstructed, p2952n.
 special assessments against lessee, p4382n.
 taxation of leased lands of city, 1162.
 loss of rent, from street improvements, 1998.
 who liable for nuisances, and keeping of premises, 819, 820.
ultra vires no defense by private lessee, 1152.
 lessors of bawdy houses, liability, p2106n.

LEGAL TENDER, see "Payment;" "Warrants;" "Municipal Taxes;" "Gold;" "Money."

LEGISLATION (see also "Ordinances;" "Legislature")—
 contracts to procure, 1247, and see "Lobbying."

LEGISLATIVE ACT—

usually to be by ordinance, 574, 633.
 creating offices and situations is, 635.
 passage of ordinance is, 643.
 enactment of ordinance to protect water supply is, 896.
 judicial inquiry into motives of, 703.
 distinguished from ministerial acts, 704.
 regulating use of streets by ordinance, p1980n.
 civil liability of members of legislative body for, 545.

LEGISLATIVE BODY (see also "Council;" "Legislature")—
 must act as an entity or board, 574.

origin of double house in London, p1264n.

LEGISLATIVE DUTIES—

municipal liability *ex delicto*, 2628.

LEGISLATIVE POWERS—

defined, 374, p824n.
 when courts will interfere with exercise of, 376-379.
 cannot be delegated, 384-386.
 distinguished from ministerial, 384, 387.
 distinguished from executive and administrative powers, 374.

LEGISLATURE (see also "Charters;" "Constitutional Law;" "Curative Statutes;" "Special Acts")—

creation of municipalities by, chapter on, 120-163, vol. 1.
 powers of municipalities, see "Powers of Municipal Corporations."
 power to tax for municipal purposes, 2379.

Control of over Municipalities.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

LEGISLATURE—Continued.

- chapter on, 164-247, vol. 1.
- state interference with municipal affairs, 100.
- province of, concerning police power, 893.
- power of legislature to amend and repeal municipal charters, 345.
- direct amendment of constitutional charters, 346, 347.
 - indirect or legislative amendment, 348.
- amendments forbidden by special or local laws, 349.
- importance of subject, 164.
- general legal doctrine stated, 165.
- exercise of compulsory authority in state affairs, 166.
- constitutional provisions and limitations, 185-196.
 - special and local laws where general law can be made applicable, 187.
 - business or internal affairs not to be regulated, 188.
 - by commissions, 189.
 - corporate powers or "municipal purposes" not to be conferred by special laws, 190.
 - requirements as to uniform system of local government, 191, 192.
 - uniform operation of general laws required, 193.
 - control of cities with constitutional charter, 194.
 - special limitations forbidding legislative control, 195.
 - special restrictions suggested to prevent improper legislative interference, 196.
- limits of legislative control, 167-169.
- evasions of constitutional limitations, 172.
- municipal affairs distinguished from state functions, 173, 174.
- relations in which subject has been considered, 175.
- right of municipal corporations to select local officers, 176.
- power to change or abolish municipal offices, 494.
- power to appoint municipal officer, 454.
- may prescribe qualifications of local officers, 411.
- state may regulate selection of municipal officers, 177.
- municipal and state officers distinguished and illustrated, 178, 180.
- police recognized agency of state, 181, 2418.
- control of officers and their functions illustrated, 182, 183.
- legislature may change corporate boundaries, 184, 265, 266.
- power as to establishment, abolishment, fixing jurisdiction, etc., of municipal courts, 1029, 1030.
- classification of municipalities, 197-218, and see "Classification."
- general and special or local laws, 198-217.
 - "general law," "public law," "special law" and "local law" distinguished, 198-200.
- judicial method of testing classification, 202, 203.
- population as basis for classification, 204.
- act applicable to one city or object only, 205, 206.
- tests of classification illustrated, 207.
- relation of classification to purpose of legislation, 208.
- general laws as distinguished from special or local laws illustrated, 209.
- laws applicable to municipal corporations of a class, 210.
- legislature cannot divide or add classes, 211.
- local law to take effect on future contingency or within limited time, 212.
 - local option laws, 213.
- curative acts as special or local laws, 214.
- laws to give effect to constitutional provisions, 215.
- legislative amendments of municipal charters, 216.
- changing special municipal charters, 217.
- principles applicable to test the validity of classification, 218.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

LEGISLATURE—Continued.

- control of corporate property, 219-226.
 - water works, 220.
 - parks, 221.
 - wharves, 222.
 - ferry franchises, 223.
 - miscellaneous corporate property, 224.
 - transfer to another class of public officers, 225.
 - power to authorize diversion of dedicated property, 1608.
- control of streets and highways, 227-229, 1310.
 - power to grant use of streets, 1623.
 - power to change rates fixed by franchise, 1737.
 - power to limit or abrogate liability for defective streets, 2722, p5597.
- control of funds and revenues, 230-233.
 - power to compel tax levy by municipality, 2377.
 - restriction of municipal power to tax as forbidden, 2378.
- municipal debt limit prescribed by, 2207.
- power to authorize municipal debts or expenditures, 2166.
- debt created or imposed by as within debt limits, 2215.
- imposition of obligations, 234, 235.
- power to control levy of taxes, 236.
- control of municipal contracts, 239, 234-242.
 - hours of labor, validating contract, 240.
- control of municipal liabilities, 242.
- power to compel municipality to issue bonds, p4870n.
- control over public improvements, 241, 1820.
- power to regulate rates, 1734.
- conclusions of author relating to, 243-247.
- Delegation of Power by.
 - creation of municipal corporations as, 124, 318, p300n.
 - in creation of municipal corporations, 318.
 - as to changing corporate boundaries, 271.
 - to create offices, 431, p961n.
 - to create offices and situations in municipal service, 635.
 - to elect or appoint officers and employees, 456.
 - to regulate streets, 228, 229.
 - to levy taxes, 2360.
 - to exempt from taxes, 2399.
 - to provide for license taxes, 986.
 - to levy special assessments, 2022.
 - to condemn property, 1458.
 - to authorize city to sell its land, etc., 1141.
 - over parks, 1153.
 - to grant franchises, 1623.
 - to own public utilities, 1779.
 - land under navigable water, 398.
 - by municipalities in general, see "Delegation of Power."
 - by common council, see "Council."
 - to make ordinances, see "Ordinances."

LEVEES—

- establishing and maintaining, 322, p3893n.
- legislature may control establishment of, 234.
- as street, p2784n.
- diversion of, p3334n.
- lease of, 1146, p2524.
- districts as public corporations, 106, 111.

LEVY—

- taxes, 2404.
- of special assessment, 2080.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

LEWD CONDUCT—

forbidding, 965.

LEWD WOMEN, see "Bawdy Houses;" "Prostitution."

LIABILITIES (see also "Actions;" "Remedies;" "Contracts;" "Officers;" "Torts;" "Negligence;" "Sewers;" "Unsafe Streets")—
of municipality, power of legislature to control, 240.

LIBEL—

right to jury trial, p2366n.

LIBERTY, see "Personal Liberty."

LIBERTY BELL—

authority to send it away, p2524n.

LIBERTY POLE, see "Poles."

LIBRARIES—

establishment and control of, 441.

use of dedicated land for, p3329n.

trust to create, valid, 1132.

donations for, p4593n.

legislative interference with, 174.

use of park for, 1155.

power to condemn for, 1460, p3118, 3119n.

mechanic's lien against, 1161.

librarian of school district as employee, p943n.

power to levy taxes for, 2363.

tax for as for school purposes, p4950n.

board as within debt limit provisions, 2213.

LICENSE AND PERMIT (see also "License Taxes")—

grant to use streets as a, 1616, and see "Franchises."

distinguished from dedication, p3193n.

power to regulate as including power to license, p1943n.

power of municipality to grant, 986-988.

who may grant, 998.

who may fix amount of, 998.

consent of property owners, 999.

whether permit or contract, 712.

application for, 1004.

discretion in granting, 1005, p1592n.

license as protection, 1006, 1083.

method of enforcing payment of, 1007.

recovery back of fee paid, 1009, 2507.

defense to indictment for obstructing street, 1373.

assignment of, p2209n.

revocation of, 1008, 1319, p2209n.

liability for refusal to issue, revocation or wrongful issuance, 2632.

forfeiture of, as penalty, 712.

as property, 712.

mandamus to compel granting of, 804, 2564.

mayor, power to grant, p1905n.

money to be derived from, not assets, 2237.

ordinance granting permission to lay water pipes as, 754, and see "Franchises."

prosecutions relating to, pp2392, 2393n.

prospective fees as part of municipal income, 2206.

recovery of fees paid for, 2507.

review of by *certiorari*, 2511.

sufficiency of complaint for acting without, p2350n.

municipal liability for torts of its licensees, 2660.

unsafe streets caused by licensee, city as liable, 2751, 2752.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410
Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5,
§§ 2017-2603; Vol. 6, §§ 2604-2855.)

LICENSE AND PERMIT—Continued.

notice to city of defect as necessary, 2751.
fee as condition to granting street franchise, p3453n, 1645.
of hackstands, 1357.
for automobiles, p1864n.
for sale of non-intoxicating and soft drinks, 923.
to run saloon, 1026, 1027, and see "Intoxicating Liquors."
to act as auctioneer, 1028.
to deal in second hand goods, 1028.
to erect stationary engine, 1028.
to act as engineer, 1028, 895.
to run hotel, 1028.
for miscellaneous purposes, 1028.
to erect awning, p2006n.
to establishment beyond corporate limits, 897.
to remove house dirt, offal, etc., 737, 915.
to erect buildings, 1015.
to remove dead animals, garbage, etc., 1017, 913.
to peddle, 1018.
to be pawnbroker, 1023.
to run theatre, 1024.
to keep dogs, 1025, 945, p2059n.
to teach in schools, 2442.
to use streets, revocation, 1819.
for scavenger work, 746.
reasonableness of, when a question of law, p1905n.

Permits.

to bury dead, 906.
to deliver sermon, lecture, address or discourse on streets and public grounds, 746.
to encroach on streets, effect of, 1318.
to erect or repair buildings, 949, p2075n.
to erect bill boards for advertising, 929.
to erect and maintain dairies and cow stables, 909.
to erect awning, signs, etc., 927.
to excavate, issued by clerk, as delegation of power, p854n.
to excavate streets, necessity for, 924, 1311, p2834.
to excavate in street distinguished from grant to use street, 1679.
to excavate under street, effect, 1348.
to make sewer connections, 1449.
to move buildings, p2920n.
to remove garbage, dead animals, etc., 913.
to sub-way company, conditions, p1086n.
to use streets, revocation, 1319.
requiring from grantees of street franchises, p3521n.
revocation of, 1679.
interfering with abutter's right of access, p2859n.
as applied to permitting horses, etc., to run at large, 818.
mandamus to compel revocation of illegal, 804.
pleading ordinance, 848.

LICENSE TAX (see also "License")—

chapter on, §§ 986-1028, vol. 3.
license to regulate distinguished from tax to raise revenue, 991.
distinguished from general taxes, 992.
as a contract, 993.
as interfering with interstate commerce, 782, 783, and see "Interstate Commerce."
municipal discretion as to, 896.
power of municipality to impose, 986-988, 844.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

LICENSE TAX—Continued.

- power to "regulate" as authority, 989, 990.
- must be for municipal purpose, 994.
- extraterritorial, 995.
- on non-residents, 996.
- powers as to cannot be delegated, 886.
- power to exact as power to impose penalties, 710.
- implied power to fix amount of, 368.
- ordinance necessary to levy, 997, 634.
- delegation of authority to impose, 998, 1000.
- uniformity, 1001.
- reasonableness of amount of, 1002.
- separate tax on constituent elements of business, 1003.
- fixing amount of, by resolution, 636.
- extra territorial operation, 656.
- discriminating against non-residents, 740, 739.
- different races, discriminating, 739.
- as including personal contracts and occupation tax, 779.

Particular License Taxes.

- on vehicles, 1010-1012.
- on merchants, 1013.
- trading stamps, 1014.
- on plumbers, 1015.
- on laundries and wash houses, 1016.
- on scavengers, 1017.
- on hawkers and peddlers, 1018.
- on telegraph and telephone companies, 1019.
- on express companies, 1020.
- on insurance companies and agents, 1021.
- on lawyers, 1022.
- on pawnbrokers, 1023.
- on ferries, 408.
- for privilege of navigation, as regulation of commerce, 409.
- on packing agents, 735.
- on grantee of street franchise, 1683-1685.
- on theatres and shows, 1024.
- on dogs, 1025.
- on saloons, 1026, 1027.
- on miscellaneous trades and occupations, 1028.

LIENS (see also "Judgment")—

- water rates as, 1804.
- municipal taxes as, 2403.
- special assessments as, 2106-2110.
- on money due contractor for public improvement, 1954-1958.
- on part of contract price in hands of city, 1937.
- declaring for benefit of bondholders, p4930n.
- where money in excess of debt limit has gone into municipal property, 2240.

LIFE ESTATES—

- assessment of for public improvements, p4454n.
- power of life tenants to dedicate, 1552.

LIGHTS AND LIGHTING (see also "Gas;" "Electric Lights;" "Public Service Companies")—

- providing for in congested districts as municipal function, 322.
- as public improvements, 1816.
- of streets, unknown in ancient cities, 12, 30, 33, pp62, 63n.
- acquiring lands for beyond corporate limits, 897.
- advertisement for bids for, p2659n.
- contracts for, 1717-1724.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

LIGHTS AND LIGHTING—Continued.

- contracts for term of years for supply, debt limits, 2233.
- discretion in submitting propositions to establish to voters, grant of right to use streets for, see "Franchises," and also "Gas;" "Electric Lights."
- lighting streets, as governmental function, 2645.
- lighting streets not dedicated, p4591n.
- lighting streets, necessity for bids, 1187, 1193.
- duty of municipality to light streets, 2806.
- to show defective place in street, p5602n.
- absence of on footbridge, p5630n.
- failure to light streets, negligence of light company as excuse, 2750.
- to guard excavations, city as liable where licensee fails to furnish, p5637n.
- on pile of dirt, p5637n.
- necessity for to warn of danger in street, 2804, p5714n.
- removal of, 2805.
- municipal ownership of plant, see "Municipal Ownership."
- municipal discretion in operating, 379.
- power to furnish outside corporate limits, 1824.
- municipal debt limit for, 2209.
- obstruction of, special injury to abutter, 1384.
- power to condemn for supply, 1483.
- regulation of rates for, see "Rates of Public Service Companies."
- requiring vehicles to carry at night, p1593n.
- regulating use of on automobiles, 935.
- regulating use of on bicycles and velocipedes, 937, 739.
- requiring railways to light streets, 1682, 727.
- requiring on car tracks, 954, p2098n.
- requiring on cars and trains, 954, p2098n.
- rights of abutters, 1322.
- rights and duties of companies furnishing, see "Public Service Companies."
- special assessments for lighting plant, 2039.

LIGHT AREAS—

- falling into, city as liable, 2783.

LIGHT TRIMMER—

- when employee, p944n.

LIME—

- proximate cause of explosion, p5764n.

LIME KILNS—

- regulation of, p1942n.

LIMITATION OF ACTIONS, see "Statute of Limitations."

LIMITATION OF INDEBTEDNESS, see "Debt Limits."

LIMITS, see "Boundaries."

LIQUIDATED DAMAGES—

- provisions in contract as to, 1167.

LIQUOR, see "Drunkenness;" "Dispensaries;" "Intoxicating Liquors."

LIS PENDENS—

- as notice to purchasers of bonds, 2325.

LIVERY STABLES—

- not nuisance *per se*, 910.
- municipal power to regulate and prohibit, 910.
- delegation of power as to location of, 385.
- licenses, 1028.
- consent of property owners to, 999.
- discriminations as to location of, p1605n.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

LOADS—

limiting weight of, 934, p1605n.

LOADING (see also "Idling;" "Vagrancy")—

on streets, forbidding, 941.

on street, as bar to recovery for injury from defects in, 2754.

LOAN—

of municipal moneys, 2163, p4610n.

official liability for, 550.

trusts to loan money, 1137.

LOBBYING—

contracts for, 1247.

power to pay for, 2167, 365, 389, pp809, 810n.

LOCAL—

as distinguished from general improvement, 2027.

LOCAL ASSESSMENTS, see "Special Assessments."**LOCAL COURTS, see "Municipal Courts."****LOCAL IMPROVEMENTS, see "Public Improvements."****LOCAL OPTION LAWS—**

nature of, whether general or special, 213, and see "Intoxicating Liquors."

LOCAL SELF GOVERNMENT (see also "Freeholders' Charters")—

under Roman municipal system, 31.

principle of, declared in Magna Charta, 70.

in United States, 62, 171, pp150, 157, 160n.

origin and types of, 63, 64.

the township and county, 65.

New England and Western township contrasted, 66.

municipal corporation proper, 67.

organs of, as public *quasi* corporations, 68.

home government the central political idea, 69, 70, 107.

value of local self-government, 70, 71.

city should be free and self-governing, 100.

right of, conferred by municipal charters, 320.

inherent right of, p560n.

local institutions in the American system, p561n.

exist without express constitutional provisions, pp561, 562.

extent of recognition of in New Jersey, pp438-443n.

extent of recognition of, in Texas, pp445-450n.

reason and effect of legislative interference with, 243.

result of absence of affirmative constitutional provisions protecting, 244.

purpose of constitutional limitations, 245.

right of, exists without express constitutional provisions, 246.

summary of principles applicable to legislative control of, 247.

LOCAL STATUTES, see "Classification;" "Special Statutes."**LOCATION (see also "Streets;" "Public Improvements;" "Special Assessments")—**

taking judicial notice of municipal corporations, 157.

LOCOMOTIVES (see also "Railroads")—

power to regulate operation of, 953.

kind and nature of regulations, 954, 955.

excluding from operation of law forbidding emission of dense smoke, 918.

LODGING HOUSE—

validity of certain regulations of, p1593n, and see "Boarding Houses;" "Hotels."

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

LOGGING—

power to condemn for log road, p3122n.
dedication for floating logs, 1543, p3212.

LOITERING, see "Loafing."**LONDON—**

government of, 82, pp183-185n.
modern, declared not a city, pp186, 187n.
origin of double house of legislation in, p1264n.
establishment and government of county, 82.
forfeiture of municipal charter of, by Crown, 52.

LOST BONDS—

in hands of *bona fide* purchasers, 2308.

LOTTERY—

prohibiting sale of tickets, 959, 887, pp2116, 1860n.
license on as a tax, p2202n.
right to jury trial, 1060.

LOTS (see also "Blocks")—

as used relating to annexation of territory, 273.
includes "block" in annexing territory, p623n.
abating nuisances on, by filling up, p1968n.

LOWEST BIDDER—

right to award of contract, 1228, and see "Bids."

LOW LANDS—

as nuisances, power to abate, p1928n.

LUCRATIVE OFFICE—

defined, p988n.

LUMBER—

piling in streets, p2890n.
piling in street, city as liable for injury from, 2781, p5677n.

LUMBER YARDS—

nature of regulations of, discrimination, 951.

LUNATIC, see "Insane Persons."**LUNCH WAGONS—**

on streets, 1355.

M.**MACADAMIZING (see also "Public Improvements")—**

as paving, p8889n.
streets, special assessments for, 2028, and see "Special Assessments."

MACHINE—

on sidewalk, injury from, 2787.

MACHINERY—

unsafe, in workhouse, municipal liability, 2642, and see "Safe Appliances."

MAGNA CHARTA—

comments on, 50, 319, pp107, 108, 400n.

MAIL—

carrying of as defense to speed violations, 1086.
permitting pneumatic mail tube on bridge, 1145.

MAJORITY—

what is, pp4950, 8843n, and see "Elections;" "Quorum."
of council, to pass ordinance, 1882.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

MALFEASANCE—

as ground of removal from office, p1222n.
by public officer, defined, 536, p1165n.
as disqualification to hold office, 443.

MALICE (see also "Intent;" "Motive")—

malicious acts as ultra vires, 2639.
by public officer in official acts, 536.

MALICIOUS ACTIONS—

municipal liability for, 2637.

MALICIOUS PROSECUTION—

municipal liability for, 2637, p5477n.

MANDAMUS—

definition, 2540.
nature of, 2541.
discretion as to, 2542.
laches as bar, 2543.
when lies in general, 2544-2550.
mandatory injunction distinguished, 1763.
distinguished from taxpayer's suit, p5314n.
as remedy of creditor against municipality, 2506.
to compel amendment of municipal records, 628, 629.
to compel appropriations, 2192.
to compel assessment of damages, p4271n.
to compel award of contract, 1239, 2562.
to compel award to lowest bidder, 1239.
to compel bringing of quo warranto, 2527.
to compel city to extend electric light lines, p3842n.
to compel delivery of municipal papers or records, 631, 2552.
to compel deposit of public moneys, p4630n.
to compel enforcement of ordinances, 804.
to compel fixing of official salaries, 516.
to compel grant of franchise, 1770, p3431n.
to compel granting of license, 1005, 2564, 804.
to compel granting of permit, 1770, 2564.
to compel issuance of bonds, 2347.
to compel issuance or payment of warrants, 2261, 2555-2557.
to compel levy of taxes, 2376.
to compel mayor to convene the corporation, 583.
to compel officers to abate nuisance in street, 1380.
to compel one to accept office and execute duties thereto pertaining, 473.
to compel passage of ordinance detaching territory, p635n.
to compel payment of claims, 2554.
of judgments, 2565.
to compel payment of public improvement bonds, 2269.
to compel performance of duty imposed by ordinance, 1033.
to compel restoration of highway, 804.
to compel reinstatement to office or place, 520.
to compel reinstatement of teacher, 2443.
to compel removal of track from street, p3769n.
to compel return of deposit with bid, p2678n.
to compel sale of street franchise, 1768, p3439n.
to compel signing order of appropriation, 692.
to compel signing of bill by presiding officer, 587.
to compel street improvements, 1836, 2563.
to compel new special assessment, p4528n.
to compel tax levy, 2174, 2553.
to compel revocation of illegal permit, 804.
to compel construction of street, 804.
to compel opening of street, 804.

MANDAMUS—Continued.

- to compel payment of debts, 2556, 2557.
- to compel levy of assessment, 2559.
- to compel calling of election, 2560, 270.
- to compel other acts relating to elections, 2561.
- to compel miscellaneous acts, 2566.
- to obtain inspection of municipal records, 630.
- to obtain salary, 535, p1164n.
- to prevent reduction of salary, p1164n.
- to question validity of ordinance, 799, 801.
- to review decision of pension board, p1098n.
- to review proceedings in removal of officers and employees, 572.
- to satisfy judgment, 2500.
- to test validity of ordinances appropriating money, 804.
- to compel observance of law in selecting judges and clerks of
804.
- to try title to office or place by, 572, 469, 582, 681, 2551.
- as to exercise of power of appointment to office, 468.
- control of acts of civil service commission by, 506.
- by municipality to enforce performance of duty by public se
panies, 1766.
- by patron to compel furnishing of supply or service, 1772.
- will not lie in case of dissolution of municipal corporation w
stitution, 817.
- procedure, 2567-2573.
 - application for, 2567.
 - parties, 2568.
 - alternative writ, sufficiency, 2569.
 - to whom writ directed, 2570.
 - return, 2571.
 - subsequent pleadings, 2572.
 - peremptory writ, 2573.

MANDATORY POWERS—

- distinguished from discretionary powers, 380, 381, pp836-8;
"Discretion."

MANHOLE—

- falling into, city as liable, p5675n.
- falling into while walking backwards, 2835.
- top of above sidewalk, injury from, p5689n.

MANUFACTURERS—

- license tax, 1028.
- municipal aid to, 2170, 2167, 363.
- power to issue bonds to aid, 2280.
- power to levy taxes in aid of, 2372.
- exemptions from taxation, 2399, p5013n.
- power to condemn for manufactory, 1492.
- power of municipal corporation to engage in, 1807, 363, 2
- requiring material from particular competitive bids, 1204.

MANURE—

- regulating collection and removal of, p1960n.

MAP (see also "Plats")—

- in proceedings to annex or detach territory, 285.
- as dedication, 1566, 1562.
 - effect of blanks on, 1566.
 - as showing acceptance of dedication, 1580.
- filing of, as a taking of property, 1471.
- as showing discontinuance of street, 1399.

MARINES, see "Seamen."

MARITIME TORTS—

United States courts have exclusive jurisdiction of, 793.

MARKETS—

establishment and regulation of, 965, 966, 1816.
discontinuance of, p2132n.
acquiring site for, p2132n.
as nuisance, p2133n.
sale or lease of stalls, p2137n.
forbidding private markets, 966.
power to purchase market grounds, 1105.
power to hire building for, p2457n.
buildings, power of towns to erect, 389.
employing architect, to build, 365.
legislative interference with, 174.
power to condemn for, 1484.
diversion of land dedicated for, 1606.
in streets, 1359.
as nuisance, p2954, 5449n.
as special injury, p2949n.
power to license, 989.
amount of license fee, p2230n.
occupiers of stands, licensees, 1028.
exposure for sale of unsound meats or victuals forbidden, p1594n.
prohibiting cries in, p1594n.
selling products from wagons standing on street, 817.
special assessments to improve property used for, 2041.
loss of title to by adverse possession, p2548n.
municipal liability for torts, 2676.
unsafe sidewalks adjoining, liability, p5622n.

MARKET VALUE--

what is, p3157n.

MARRIED WOMEN (see also "Community Property")—

power to dedicate, 1551, p3200n.
liability for violation of ordinance, p2396n.
right of husband to sign petition for, p3999n.
ground for shutting off gas supply, 1690.
as necessary defendant in action to collect special assessments, 2147.

MARSHAL, see "City Marshal."

MARSHES—

as nuisance, power to abate, p1928n.

MASTER AND SERVANT (see also "Employees and Employments;" "Safe Place to Work;" "Safe Appliances;" "Fellow Servants;" "Assumption of Risk;" "Officers")—

when relation exists between municipality and officer or employee, 2653-
2661.
right of employees to sue municipality for tort, 2620, 2756.
liability of master for act of servant violating ordinance, 1076.
duty of municipality to warn servants, p5499n.
liability of municipality to servants of contractor, 1937, pp5487, 5492n.
failure of contractor to pay "prevailing rate of wages," 1949.
duty to employ competent coservants, 2665.
liability of board of education for negligence of its servants, 2434.
liability of servant for violating ordinance, p2396n.
notice of accident, necessary for municipal servant to give, 2714.

MASTER BUILDER—

license, 1028, p2282n.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

MATERIALS—

for street improvement, discretion as to, 1838.
 selection by property owners, 1839.
 for public improvement, specification of, 1874.
 rights of abutters, see "Abutting Owners."

MATERIALMEN—

liability of municipality to, 1937.
 bond to secure, 1960.

MAXIMS—

communis error facit jus, 370.
 de minimis lex non curat, 2385.
 delegatus non potest delegare, 136, 387.
 ejusdem generis, 811, p792n.
 expressio unius exclusio alterius, pp792, 1547n.
 none but the king alone can create or make a corporation, 51.
 only the king can incorporate, 51, p108n.
 private person cannot directly or indirectly usurp the functions of government, 158.
 qui cito dat vis dat, 756.
 qui serius solvit, minus solvit, 756.
 salus populi suprema est lex, 382, 891, p1888n.
 sic utere tuo ut alienum non laedas, 891, p1888n.
 sovereignty when traced to its source must be found in the man, 62.

MAY—

how word construed, 270, 381, 815, 2289, pp613, 837, 2313, 3920, 3959, 5167n.

MAYOR—

in England, 59, 60, p34, 970n.
 in France, 77, 78.
 in Germany, 73-75.
 in Belgium, 79.
 in Des Moines, 341.
 in Greater New York, 339.
 in St. Louis, 327-332, 335.
 desire to increase powers of, 93, 327, 335.
 concentration of appointive power in, 93, p220n.
 term, functions and powers, 433.
 who may act for, in his absence, 433.
 cannot delegate his powers, 383.
 may vote as member of legislative body, 415.
 veto power of, not applicable in elections of officers, 415.
 is municipal officer, 179.
 chief executive of municipal corporation, 573.
 presiding officer at common law, 583.
 under municipal corporation act, 583.
 in this country, 584.
 when mayor is member of body, 584, pp1283, 1285n.
 absence of, when presiding officer, p1286n.
 removal of, 433.
 acting, authentication of ordinance by, p1362n.
 acts nunc pro tunc, 1191.
 authority to execute deed or lease, 1147.
 as relator in quo warranto, p5251n.
 compelling signature of license by, 1005.
 control of in equity as trustee, p1261n.
 counting of, in determining quorum of legislative body, 594.
 delegation to, of power as to licenses, 998.
 delegation to, of power to approve notes, 2161.
 duty to sign ordinances, p3005n.
 duty to sign warrants, 2246, 2248.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

MAYOR—Continued.

right to remove school commissioners, 2439.
 giving casting vote, 590.
 to confirm his own appointees, 591.
 jurisdiction to try violations of ordinances, pp2290-2293n, 2296, 2297, 2300n.
 lease to municipality, p2717n.
 mandamus against, 2550.
 necessity for approval of tax levy by, 2404.
 notice to of defect in street, 2810.
 presentation of claims to, p5129n.
 presumption as to signature to ordinance, 619.
 service of summons on, 2496.
 signature of coupons, p4803n.
 signature of contract in his name only, p4112n.
 signature to improvement ordinances, 1882.
 signing and approval of ordinances by, 691.
 by one acting as mayor, 691.
 method of, 691.
 presumption as to, p1501n.
 within what time, 691.
 when to approve ordinances, 633.
 when to approve resolution, 633.
 when mayor may cast deciding vote in elections by council, 598.

Particular Powers.

power to appoint officers and employees, 457, 454, 635.
 power to appoint police, 2419.
 power to call election, 2196.
 power to call special meeting of council, 601.
 power to compromise claims, p5150n.
 power to employ attorney for municipal corporations, 502, p1090n.
 power to execute note, p4580n.
 power to grant street franchise, p3442n.
 power to issue bonds, 2277.
 power to levy taxes, 2375.
 power to make contracts, 1177.
 for public improvement, 1904.
 power to question validity of ordinance, 800.
 power to remove officers, 555.
 power to remit fines, 1090.
 power to revoke licenses, 1008.
 power to sell bonds, p4859n.
 power to waive notice of accident, 2715.
 power with respect to public improvements, p3907n.
 power to suspend policemen, p5053n.

MEAT (see also "Markets;" "Inspection")—

market regulations as to sale of, 965, 966.
 power to impose license fee for selling, 989.
 dealers in, licenses, p2194n.
 butcher license, 1028.
 meat shop license, 1028.
 license for selling, varying according to part of city, 1001.
 license for selling, exempting farmers, p2223n.
 license tax on sale of as double, 1003.
 amount of license tax to sell, pp2229, 2230n.

MECHANICAL TRADES—

licenses, 1028.

MECHANICS' LIENS—

against property of municipality, 1161, and see "Public Improvements."

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410.
Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5,
§§ 2017-2603; Vol. 6, §§ 2604-2855.)

MEDICINES (see also "Physicians")—
forbidding adulteration of, 899.

MEETINGS (see also "Council;" "Quorum")—
chapter on, 573-616, vol. 2.
of inhabitants in New England towns, 573, 574.
of municipal corporation, required, 574.
existence of governing body is as entity or board, 574.
formal action at, 574.
kinds of corporate, 575.
notice of, 575.
regular or stated meeting of municipal corporation, 575.
special or called meeting of municipal corporation, 575.
adjourned meeting of municipal corporation, 575.
place of meeting, 574.
time of meeting, 574.
when council may prescribe time of, 574.
voluntary meeting, 574, p1270n.
presumption as to validity of, p1270n.
corporate meetings at common law, 576.
corporate and select assembly, 576.
of New England towns, 577.
notice or warning, 577.
sufficiency of, 578.
specifications of, 579, 580.
special, calling of, notice, 601, pp1320-1322n.
special, proof of notice of, p1362n.
adjournment, in case of dual branch, 602.
adjournment, place of meeting, 602.
notice of adjournment by members, 602.
penalty for non-attendance, p1325n.
business that may be transacted at adjourned meetings, 603.

MEMBERSHIP—
in municipal corporation, what is, p289n.

MEMORIAL ARCH—
power to expend money for, 2167.

MEMORIAL HALL—
power of city to erect, 1116.

MERCHANDISE—
on street or sidewalk as nuisance, 925.

MERCHANTS (see also "Trading Stamps")—
market regulations, 965.
license tax on, 1013.
uniformity and equality of license taxes, p2224n.
right to temporarily obstruct street, 2885.
diversion of travel, special injury to, 1385.
regulating, in buying and repacking loose cotton, 744.
requiring record of sales and purchases under general welfare clause, 895.

MERGER, see "Boundaries."

MERIT SYSTEM, see "Civil Service Laws."

MERRY-GO-ROUND—
regulation of, p1942n.
forbidding near public park, 735, 1157.
near public park, as nuisance, p1995n.

MESSAGES, see "Telegraph and Telephones."

METERS—
rules of company as to, 1715, pp3656, 3578, 3581n.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

METERS—Continued.

- requiring part of consumers to install meters, p1606n.
- rent for, 1729.
- payment of cost of, 1730.
- designated kind of, 636.
- power to charge meter rates, 1727.
 - meter rates as discrimination, p3591n.

MIDWIFERY—

- regulations respecting practice of, 899.

MILITIA—

- power of town to give additional wages to, 389.

MILK—

- selling impure as both state and municipal offense, 887.
- fixing standard of purity and providing for test, 745.
- inspection and adulteration, 899, 969, pp2395, 1862n.
 - seizure of, for purpose of inspection, 744.
 - adulterated, when may be destroyed, p1890n.
- license to sell, 1028, 989.
- license tax on animals, uniformity, p2224n.
- revoking license to sell, p2243n.

MILLINERS—

- taxing merchant as, 1003, p2234n.

MILL RACE—

- in street as nuisance, p1994n.

MINES AND MINERALS (see also "Coal")—

- title to under street, 1281, p2828n.
- lease of, under street, 1313.
- reservation of in dedicating, 1545.
- mining railroad in street, 1363, p2925.
- municipal aid to, 2170.
 - power to issue bonds to aid mining, 2280.
- property as exempt from taxation, 2399.

MINIMUM WAGE—

- validity of law providing for, 981.
- provision for in requests for bids, 1201.

MINISTERIAL ACTS—

- nature of, explained, 387.
- may be delegated, 387.
- judicial inquiry into, 705.
- distinguished from legislative, 704, p1531n.
- performed by council or governing legislative body, 573.
- ordinance for construction of sewer, review by certiorari, 808.

MINISTERIAL DUTIES—

- municipal liability for torts connected with, 2628, and see "Officers;" "Torts."

MINORITY, see "Majority;" "Elections."**MINORS, see "Children;" "Infants."****MINUTES, see "Council;" "Meetings;" "Records."****MISCONDUCT (see also "Negligence")—**

- criminal liability for willful and malicious official, 550.
- in office, as ground of removal, 556, p1222n.

MISDEMEANOR (see also "Crimes")—

- what is, 1065.
- right to jury trial, 1065.
- arrest without warrant, see "Arrest."
- public nuisance as, 900.

MISDEMEANOR—Continued.

fraud in office as, 550.

injunction to restrain enforcement of laws declaring, 805.

MISFEASANCE (see also "Malfeasance")—

by public officer, defined, 536, p1165n.

as ground of removal from office, p1222n.

liability for defective streets, 2723.

MISNOMER (see also "Names")—

in names of municipal corporations, 250, pp267, 270n.

MISTAKE (see also "Fraud;" "Money Counts;" "Equity")—

official liability for, 536.

judicial relief in case of, 379.

as ground for setting aside contract, 1246.

affecting liability of successful bidder, 1235.

dedication as, p3241n.

taxing property omitted by, 2395.

in names in caption of complaint, 2493.

in name of owner, in special assessment record, p4482n.

payment by, as discharging lien, 2109.

MISUSER (see also "Dedication;" "Eminent Domain")—

of corporate property, taxpayer's suits, 2600.

MOBS—

legislature may compel municipalities to pay for damages caused by, 235, 2650.

municipal liability for injuries from, 2650, 2651, 2431.

MODIFICATION (see also "Amendment")—

of municipal contracts, 1272.

of public improvement contracts, 1921.

of bids for contract, 1223.

of street franchises, 1651.

MONEY (see also "Gold;" "Legal Tender;" "Payment")—

power of municipality to issue bills as, 2162.

warrant as, p4753n.

as taxable, p4995n.

MONEY COUNTS (see also "Implied Contracts;" "Assumpsit;" "Payment")—

in actions against municipalities, 2488.

recovery of involuntary payments, 2507.

recovery back of taxes paid, 2406.

recovery back of money paid for bonds, 2349.

recovery back of license fees, 1009.

to prevent cutting off supply, recovery back, 1772.

illegal payments on invalid contracts, recovery, 1275.

recovery back of money paid by municipality, 2176, p4115n.

taxpayer's suits to recover money paid, 2582.

action for money had and received against public officer, p1169n.

recovery for, where note invalid, 2161.

duty to repay money as debt, 2222.

liability for where municipal fund diverted, 1948.

quantum meruit to recover salary, pp1117, 1118n.

quantum meruit against board of education, 2437.

MONOPOLIES—

contracts creating, 1248.

ordinance in restraint of trade as creating, 736.

exclusive street franchises as, 1633-1637.

assignment of street franchise as, p3474n.

conditions in dedication as creating, 1645.

MONOPOLIES—Continued.

exclusive right to remove dead animals, garbage, etc., 914.
exclusive right to maintain slaughter houses, p1946n.
necessity for competitive bids in case of, 1189, 1197, 1198.

MONUMENTS—

right to erect in street, 1315.
erection in parks, 1156.
power to levy taxes for, p4969n.
reference to in plat, dedication, p3199n.

MORAL CLAIMS—

power to pay, 2168.

MORALS, see "Police Power."

MORTAR BOXES—

in street, injury from, 2781.
city as liable where horse frightened by, 2783.

MORTGAGE—

of corporate property in England, 59.
power to mortgage municipal property, 1144.
power of city to purchase mortgaged land, 1106.
as debt beyond debt limit, 2223.
power of mortgagor to dedicate, 1554.
priority over tax lien, 2403.
right of mortgagee to contest special assessment, 2118.
mortgagee as necessary party in action to collect special assessments,
2148.

MOTION (see also "Ordinances")—

of council, sufficient to authorize deed, 1147.
as sufficient to make contract, 1179.
relating to pleadings, in proceedings to enforce ordinances, 1058.

MOTIVE (see also "Malice")—

distinguished from intent, p3239n.
inquiry as to, in exercise of discretionary power, 373.
legislative, judicial inquiry into, 703-704.
in removing officers, judicial review, 569.
in extending corporate limits cannot be questioned, p617n.
in granting franchise, inquiring into, p6319n.
in violating ordinance, p2415n.
for vacation of street, 1403.
of plaintiff in taxpayer's suit, 2584.

MOTORCYCLE (see also "Bicycles")—

defined, p2087n.

MOVING BUILDINGS—

in streets, 1860.
power of city to contract as to, 1163.

MOVING OBJECTS—

as making city liable for unsafe street, 2771.

MOVING PICTURE SHOWS—

regulation of, 958.
license fees, p2270n.
revoking license of, p2243n.
requiring women to remove hats, 976.

MUD—

on crosswalks, city as liable for injury from, 2791.

MULE—

prisoner kicked by, p5456n.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

MULLANPHY'S WILL, see "Trusts."

MULTIPLICITY OF ACTIONS, see "Equity" and cross references thereunder.

MUNICIPAL—

meaning of word, 108, pp259-261n.

MUNICIPAL AFFAIRS—

defined and distinguished from state functions, 173, 174, p395n.

relations in which subject had been considered, 175.

powers of municipal corporations confined to, 358.

state interference with, 100.

extent of regulation of, in New Jersey, pp438-443n.

MUNICIPAL AGENTS, see "Officers."

MUNICIPAL ASSEMBLY—

under St. Louis charter, 325, 333, 334, and see "Council."

MUNICIPAL BOARDS, see "Boards."

MUNICIPAL BONDS (see also "Recitals in Municipal Bonds;" "Debt Limits")—

kinds of, 2264.

registered bonds, 2265.

coupon bonds, 2266.

"convertible coupon bonds" and "registered coupon bonds," 2267.

railroad aid bonds, 2268.

improvement bonds, 2269.

funding and refunding bonds, 2270.

suggestions to investigators, 2357.

elections to authorize issuance, see "Elections." and c. 40, vol. 5.

construction of vote of people as to power to issue, 2203.

warrants as merged in, 2257.

validity sustained if possible, 2271.

interest, 2272.

coupons, 2273.

who may attack, 2274.

registration or certification of, 2275.

decisions binding on federal courts, 2276.

time for issuance and when deemed "issued," 2297.

delivery, 2298.

proceedings before issuance of, 2299.

petition or consents, 2300.

election as condition precedent, 2301, and see "Elections."

proceeding to determine validity before sale, 2302.

provision for, to be by ordinance, when, 634.

effect of failure to record ordinance providing for, 617.

disposition of, 2303.

sale at less than par, 2304.

negotiability of, 2305.

what law governs, 2306.

mode of transfer, 2307.

stolen or lost bonds, 2308.

employing broker to sell, p2578n.

taking of bonds as payment, 2185.

recovery back of railway aid bonds, 2176.

payment of, 2344.

sinking funds, 2345.

enjoining bond issue, 2346, 2592.

mandamus to compel issuance of, 2347.

actions on to recover amount due, 2348.

remedies where bonds invalid, 2349.

official liability for issuing and disposing of invalid, 541.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

MUNICIPAL BONDS—Continued.

holders of as necessary parties to taxpayer's suits, p5370n.

holders of as necessary parties to actions, 2494.

Power to issue.

in general, 2277.

implied power to issue, 2278.

express power to issue, 2279.

whether issued for public purpose, 2280.

power to issue "negotiable" bonds, 2281.

funding and refunding bonds, 2282.

railroad aid bonds, 2283.

Debt Limits.

special, relating to bonds, 2284.

general rules as to, see "Debt Limits."

bonds as debts, p4699n.

funding or refunding bonds as creating debts, 2226.

revenue bonds in anticipation of taxes, not within debt limits, p4714n.

to pay for street improvements, as within debt limit, p4724n.

not debt where payable out of income, 2230.

effect where partly in excess of debt limit, p4748n.

where invalid, not a debt, 2237.

Form and Contents.

general rules, 2285.

to whom made payable, 2286.

signature, 2287.

necessity for purchasers to investigate, 2288.

provisions as to maturity of, 2289.

seal, 2290.

provisions for payment before issuance, 2291.

necessity for provisions for payment of, 2173, 2174.

place of payment, 2292.

date, 2293.

medium of payment, 2294.

denomination, 2295.

recitals, 2296, 2326-2343, and see "Recitals in Municipal Bonds."

Estoppel and Ratification.

when municipality bound by, 2309.

curative statutes, 2310.

estoppel by mere issuance of bonds, 2311.

estoppel by record, 2312.

estoppel by recitals in bonds, see "Recitals in Municipal Bonds."

Bona Fide Purchasers.

definition and effect of situs, 2313.

purchaser from a *bona fide* purchaser, 2314.

gross negligence, effect of, 2315.

actual notice, 2316.

constructive notice, 2317.

existence and contents of enabling statute, 2318.

debt limit provisions, 2319.

matters of record, 2320.

matters appearing upon face of, 2321.

decisions of supreme court, 2322.

performance of conditions precedent, 2323.

matured coupons as notice, 2324.

lis pendens as notice, 2325.

Defenses to Actions on.

want of power to issue, 2351.

debt limit exceeded, 2352.

irregularities and conditions precedent, 2353.

MUNICIPAL BONDS—Continued.

municipality only a *de facto* one, 2354.

failure or want of consideration, 2355.

misuse of proceeds, 2356.

Taxation.

power to issue as power to levy tax to pay, 2363.

duty to levy tax to pay, p4973n.

mandamus to compel levy of tax to pay, 2558.

bonds as taxable, 2394, p4995n.

taxation of by municipal corporation as impairment of obligation of contract, 758.

MUNICIPAL BOUNDARIES, see "Boundaries."

MUNICIPAL CHARTERS, see "Charters."

MUNICIPAL CONTRACTS, see "Contracts."

MUNICIPAL CORPORATIONS—

historical, 10-100.

benefit of, to civilization, pp5, 7, 8n.

expressions as to origin of, pp21, 22n.

in ancient Rome, 23, 31, 119, p296n.

in England, 44, 51, 53, 54, 104, 120, pp139, 294-296n.

in Germany, 73.

existence of, in United States, 67.

definition of, 102, 107, p254n *et seq.*

as branch of state government, p257n.

are state and local agencies, 168.

in theory, powers of, are derived from state, 318.

inhabitants and territory constitute, 573.

inhabitants distinct from, 103, p287n.

officers are not, 573, p287n.

what constitutes membership of, p289n.

when they exist *de facto*, 151, p348n.

public and private functions of, 87, pp206, 207, 209n.

characteristic features of, 107.

what term includes, 108.

the state as, 109.

corporation for municipal purposes, 110.

distinguished from *quasi* corporations, 111.

distinguished from county, 112.

distinguished from school district, 113.

contrasted with New England town, 115.

people and places necessary to constitute, 116.

membership in, 117.

elements of, enumerated, 118.

origin of private municipal capacity, 119.

creation of, 120-163.

compulsory incorporation of, 153, p354n.

may be created without special form of words, 104, 150, 321.

acceptance of municipal charters not required, 321.

power to create vested in state, 121, pp295, 296n.

creation by general or special act, 122.

creation as delegation of legislative authority, 124.

evil effects of creation by special acts, 125.

errors in organization of, pp216, 217n.

general incorporation laws usually required, 126.

laws generally forbid special acts to create, 126.

uniform system of, pp303, 304n.

creation under constitutional provisions, 127.

effect of general statutes on special charters, 128.

MUNICIPAL CORPORATIONS—Continued.

special charter municipalities may incorporate under general laws, 129.
effect of surrender of special charter and organizing under general laws,
130.
classification of, 131, 573.
advancement and reduction in class or grade, 132.
method of organizing under general laws and illustrations, 133-135.
incorporation of, by court, 136, 137.
separate bodies possess concurrent jurisdiction to incorporate, 138.
necessary steps to incorporate, 139.
statutory provisions relating to incorporation of, 139.
the petition for incorporation, sufficiency, 141.
 qualification of signers, 142.
 right to withdraw signatures, 143.
 notice of proceedings to incorporate, 144.
 hearing of application to incorporate, 145.
 court order of incorporation, 146.
 election on creation and change of boundaries, 147.
 official action thereon, 148.
effect of void incorporation, 149.
doctrine of implication, 150.
de facto, 151.
state recognition of, 152.
acceptance of charter by, 153.
proof of corporate existence, judicial notice, pleading, 154-157.
questioning creation by *quo warranto* or *certiorari*, 158.
certain constitutional provisions, 160.
 title to act and illustrations, 161-163.
right to question existence of, in action to enforce ordinance, 1680.
de facto municipalities, 151, p343n.
power to enact ordinances, 670, and see "Ordinances."
right to sue *ex delicto*, 2614.
right to appeal, action for violation of ordinance, 1092.
cannot subscribe to capital stock of corporations, 186.
as proper defendant in action to collect special taxes, 2150.
District of Columbia has been created as, 123.
actions by or against, see "Actions."
boundaries of, see "Boundaries."
charter of, see "Charter."
contracts of, see "Contracts."
delegation of powers conferred on it, see "Delegation of Powers."
dissolution of, see "Dissolution of Municipal Corporations."
elections of, see "Elections."
officers of, see "Officers;" "Mayor;" "Council," etc.
evidences of indebtedness of, see "Promissory Notes;" "Warrants;"
 "Municipal Bonds."
going into business, see "Municipal Trading."
how title acquired by, see "Dedication;" "Eminent Domain;" "Cor-
 porate Property."
indebtedness of, see "Indebtedness;" "Debt Limits."
legislative control of, 164-247, and see "Legislature."
liability of for torts, see "Torts;" "Negligence;" "Unsafe Streets;"
 "Sewers;" "Trespass;" "Conversion."
name of, 248-254, and see "Corporate Name."
ordinances of, see "Ordinances."
ownership of public utilities, see "Municipal Ownership."
powers of, in general, see "Powers of Municipal Corporations."
property of, see "Corporate Property."
records of, see "Records."

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

MUNICIPAL CORPORATIONS—Continued.

revenues of, see "Licenses;" "Fines;" "Municipal Taxes;" "Funds."
 seal of, 255-258.
 streets and use thereof, see "Streets;" "Unsafe Streets;" "Franchises;" "Licenses."

MUNICIPAL CORPORATION REFORM ACT— of England, 58.

MUNICIPAL COURTS—

power to establish, 1029.
 jurisdiction of, 1030.
 territorial limits of, 1031.
 who may act as judges, jurors, etc., 1032.
 municipal charters may provide for, 324.
 St. Louis charter, 325.
 Greater New York, 339.
 legislature may abolish, 183.
 will take judicial notice of ordinance, 849.
 appeals from, 1092-1094.

MUNICIPAL DEBTS, see "Indebtedness;" "Debt Limits;" "Elections."

MUNICIPAL DEPARTMENTS—

authorized to create and abolish, 432.
 the mayor, his term, functions and powers, 433.
 public works or public improvements, 434.
 water department, 435.
 police department, 436.
 city marshal, 437.
 fire departments, 438.
 health department, 439.
 law department, 440.
 department of education, 441.
 libraries, 441.
 miscellaneous departments, 442.

MUNICIPAL DISCRETION, see "Discretion."

MUNICIPAL DOCUMENTS, see "Documents;" "Records."

MUNICIPAL ELECTIONS, see "Elections."

MUNICIPAL GOVERNMENT—

in England, 43-61.
 outline of general progress in, 72, p190n.
 true conception of, 94.
 importance of, 84, p190n.
 dual character of, 87, pp204, 206, 207n.
 system of copied from England, p86n.
 attempts to improve municipal organization, 91.
 commission plan, 92, 340, 341.
 autocratic mayor, 93, 335.
 importance of form of municipal organization, 94.
 difficulties of material improvement, 95.
 difficulties in science of, 96.
 use of public powers for private advantage, 97.
 proper performance of civic obligations, 98.
 national and state politics and local issues, 99.
 state interference with municipal affairs, 100.
 city should be free and self-governing, 100.
 requirements as to uniform system of, 191, 192, pp303, 304n.
 organization, observations on form of, pp222-224n.
 change in form of, will not dissolve corporation, 298.
 scope of functions of, enumerated, 322.

MUNICIPAL LIABILITY—

on contracts, see "Contracts;" "Public Improvements;" "Franchises."
for tort, see "Torts;" "Unsafe Streets;" "Sewers;" "Damages."

MUNICIPAL LIMITS, see "Boundaries."

MUNICIPAL MEETINGS, see "Meetings;" "Council;" "Ordinances."

MUNICIPAL OFFENSES—

distinguished from state, 876.

MUNICIPAL OFFICERS, see "Officers."

MUNICIPAL OWNERSHIP OF PUBLIC UTILITIES—

chapter on, 1778-1805, vol. 4.

economic side, 1778.

power of legislature to authorize, 1779.

freeholder's charter as authority, 1780.

power to own not inherent, 1781.

statutes authorizing, 1781.

waterworks, 1782.

light plants, 1783.

street railways, 1784.

power to furnish water and light to individuals, 1785.

power to operate competing plant, 1786.

power to make contract not to compete, 1787.

power to acquire property, outside territorial limits, 1788.

power to acquire plant of existing company, 1789.

power to condemn private water plant for, 1498.

option to purchase existing plant, 1790.

"duty" to purchase existing plant, 1791.

value of plant bought by municipality and price to be paid, 1792.

municipal ownership as question for municipality, 1793.

elections as to, see "Elections."

election submitting two questions together, 2198.

enjoining purchase of waterworks, p5359n.

light and water as public improvement, 1816.

municipal ownership or mode of operation as discretionary, 1794.

procedure to determine whether municipality shall own plant, 1795.

power to levy tax to pay for, p4954n.

taxes for as for public purpose, 2372.

power to issue bonds for waterworks, 2279, 2280.

water or light bonds payable from income not debts, 2280.

future benefits from, as ground for special assessment for, p4335n.

special assessments to pay for waterworks, 1796.

assessments to pay for electric light system, 1797.

contracts in connection with, 1798.

power to sell supply for private purposes, 1799.

power to furnish supply outside, 1800, 1834.

duties of as owner, 1801.

duty to furnish supply, p3574n.

discriminations forbidden, 1697, p3591.

power of municipality to establish rules, 1711.

reasonableness of rules, 1712-1715.

rates of as reasonable, 1803, 1725-1762, and see "Rates of Public Service Companies."

sale of railway as loan of credit, p4610n.

power to sell or lease municipal plant, 1802, 1141.

power to mortgage waterworks, 1144.

water rates as liens, 1804.

taxes and executions, 1805.

water or light plant as taxable, 1163.

exempting inventory from payment of water rates, p2526n.

MUNICIPAL OWNERSHIP OF PUBLIC UTILITIES—Continued.

use of proceeds of, 2179.
liability for torts, 2680-2686.
 waterworks, 2680, 2683, 2684.
 electric light or gas system, 2680.
 failure to furnish water for fires, 2682.
liability for torts where *ultra vires*, 2687.

MUNICIPAL POWERS, see "Powers of Municipal Corporations."

MUNICIPAL PROPERTY, see "Corporate Property."

MUNICIPAL PURPOSE, see "Public Purposes."

MUNICIPAL RECORDS, see "Records."

MUNICIPAL REVENUE, see "Revenue;" "Funds."

MUNICIPAL SUBDIVISIONS—

wards, precincts, districts, etc., 296, 297.

MUNICIPAL TAXES (see also "License Tax")—

general taxes, see "Taxes."

chapter on, 2359 *et seq.*, vol. 5.

nature of, 2359.

 special assessments distinguished, 2017.

 rates of public utility not, 1803.

contract to pay taxes, for water or gas supply, 1719.

power of legislature to delegate authority to levy, 2360.

conditions, precedent to levy, 2361.

 election, 2362.

duty to levy, 2376.

 enforcement of duty by legislature, 2377.

 legislative power to compel levy of by municipalities, 236.

provision for before incurring debt, 2173, 2174.

insufficiency of as affecting bond issue, 2271.

on change of corporate limits, 295.

discretion in exercising powers of, 379.

powers of New England towns as to, 389.

imposing, as negating acceptance of dedication, 1585.

anticipating before collection, effect on debt limit, 2220.

unpaid, not assets of municipality, 2237.

amount, limitations on, 2384-2386.

 effect of levy above limit, 2387.

property taxable, 2388-2398.

 property not receiving benefits, 2389.

 dependent on place where located, 2390.

 vessels, 2391.

 property annexed, 2392.

 of operations or objects of commerce, 780, 784.

 property in transit, 787.

 property of grantees of franchises, 2393.

 municipal bonds, 2394, 758.

 property omitted in prior years, 2395.

 federal agencies, 2396.

 municipal property, 2397, 1162.

 rural property, 2398.

 ferries, 408.

 on water plant owned by city, p3868n.

exemption from, 2399-2402.

 repeal or revocation, 2401.

 as assignable, 2402.

 exempting property from, to be by ordinance, when, 634.

 exemption from as including special assessments, 2063.

MUNICIPAL TAXES—Continued.

- power to issue bonds exempt from, p4817n.
- lien of, 2403.
- lien for as superior to special assessment lien, 2210.
- levy of, 2404.
 - ordinance containing several items may be vetoed in part, 692.
 - tax levy ordinance as appropriation, p4628n.
 - when tax is levied, 2220.
 - as estopping municipality to claim title, 1159.
 - levy of to pay bonds as ratification, 2309.
 - mandamus to compel, to pay bonds, 2558.
 - mandamus to compel to pay judgments, 2565.
- assessment of, 2405.
 - assessed value as basis of figuring debt limits, 2210, 2236.
 - assessed value of franchises as test of value, 1755.
- payment and collection, 2406.
 - collection as governmental function, 2644.
 - warrants as receivable in payment of, 2255.
 - payment of as affecting dedication, 1567.
 - remedies for collection, 2407.
 - sale for unpaid taxes, 2408.
 - taxpayer's suits to enjoin, 2597.
 - writ of prohibition to prevent levy and collection of, 2516.
 - legislature may validate void municipal acts to collect taxes, 709.
- forfeiture and penalties for non-payment, 2409.
- remedies against municipality where tax wrongful, 2400.
- action for damages, 2410.
- disposition of taxes after collection, 2412.

Power to Tax.

- power as inherent, 2363.
- poll taxes, 2364.
- collateral inheritance tax, 2365.
- tax upon interstate commerce, 2366.
- power as conferred by constitution, 2367.
- freeholders' charters as conferring power, 2368.
- occupation and income taxes, 2369, and see "License Tax."
- statutory authority, 2370.
 - construction of statutes granting power, 2371.
- tax must be for public purpose, 2372, p808n.
- revoking or limiting power of, 2373.
- power as lost by user or nonuser, 2374.
- delegation of power by municipal body, 2375, 382.

Constitutional Restrictions.

- on power of legislature to tax for municipal purpose, 2379, p527n.
- uniformity, 2380.
 - taxing districts, 2381, 110, 106.
- power to tax one species of property only, 2382.
- prohibiting delegating powers to tax to other than corporate authorities, 2383.
- when legislature cannot impose on municipal corporations, 185.

MUNICIPAL TRADING—

- chapter on, 1806-1815, vol. 4.
- definition, 1806.
- power to engage in business, 1807, 368.
- constitutional prohibitions, 1808.
- buying and selling fuel, 1809.
- buying and selling real estate, 1810.
- plumbing business, 1811.
- quarries, 1812.

MUNICIPAL TRADING—Continued.

ice plant, 1813.
sale of liquor, 1814, 396.
injunction against continuation of business, 1815.
taxpayer's suit to prevent, p5346n.

MUSIC—

forbidding on street, pp1592, 1593n.
ordinance forbidding playing near dwelling house, 733.
permit to play in street, 1000, pp2319, 2220n.

MUST—

construed as "may," when, 270.



NAME (see also "Corporate Name")—

of owners in special assessment records, 2104.
of streets, 1289.
setting out in warrant, 1027.
in which municipality sues or is sued, 2493.
in which action to enforce police ordinance brought, 1035.

NATIONAL BANKS—

power of municipality to license, p3195n.
power to tax stock of, p5000n.

NATIONAL GOVERNMENT, see "Federal Government."

NATIONAL GUARD—

appropriations for, 363.

NATURAL GAS—

power of city to own, p3806n, and see "Gas;" "Franchisees."

**NAVIGABLE WATERS (see also "Watercourses;" "Ferries;" "Shipping;"
"Wharves;" "Riparian Owners;" "Accretions;" "Alluvion;"
"Boundaries;" "Bridges")—**

dedication of land under, 1544.
diversion of by city, 2704.
duty of city to remove obstructions from, 2701, 2631, p5447n.
deposit of sewage into, 1445, 1441.
sewage as obstruction to navigation, 2706.
grant of right to discharge sewage into, 1443.
extensions of streets beyond shore lines, 1288.
municipal power to cross tide water, p3896n.
pollution of, 2706.
riparian rights as property, condemnation, 1456, and see "Riparian
Owners."
sale of tide lands, 1141.
title of city to land under, 1112, 398.
title of city to alluvion, 1118.
title to street bordering on, p3819n.
widening of by special assessments, 2042.

NAVIGATION—

license for privilege of, as regulation of commerce, 409.

NEARSIGHTEDNESS—

as negligence, use of street, p5760n.

NECESSITY—

liability for destroying property because of, 2648.
for obstruction in street, as defense where person injured by, 2767.

NEGLECT—

of duties, as cause for removal from office, 556.

INDEX.

(References are to sections, except as otherwise indicated. Vol. 1, Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

NEGLIGENCE—

- municipal liability for torts, general rules, see "Torts."
- necessity for to create liability for unsafe streets, 2726, and see "Streets."
- negligence in connection with sewers, see "Sewers."
- as basis of recovery *ex delicto* against municipality, 2616.
- as bad faith, in purchasing bonds, 2315.
- in plans for sewers, 2693, p5532.
- in construction or failure to repair sewers, 2695.
- in failure to observe ordinances, pleading, 848.
- in driving on public ways and liability therefor, 932, p2033n.
- liability of board of education for, 2434.
- ordinances concerning or regulating civil rights and liabilities
- proof of violation of ordinance as evidence of, 873.
- proof of violation by plaintiff in actions for civil liability, 874
- failure to maintain street barriers as required by ordinance, 2
- violation of ordinances as to rate of speed as, 954, pp2092, 20
- as cause of injury from surface waters, 2710.
- as cause of removal from office, 556.
- liability of municipal officers for, 536, 537, pp1165, 1166n.
- gratuitous act, p1165n.
- nonfeasance, misfeasance and malfeasance defined, 536, p1165n.
- damages resulting from public work, 537.
- failure to keep highways in reasonably safe condition, 537.

NEGOTIABLE SECURITIES (see also "Municipal Bonds;" "Pr Notes;" "Warrants")—

- warrants as, 2249.
- municipal bonds as, 2305.
- public improvement bonds as, 2269.
- power to issue "negotiable" bonds, 2281.

NEGRO—

- ordinance requiring arrest, where found on street at night, 747.
- church of, as nuisance, p1918n.
- requiring separation from whites in cars, 955.
- conspiracy to drive out, municipal liability, 2613.

NETTING—

- across sidewalk, injury from, p5690n.

NEW ENGLAND—

- local government in, 64-66.
- legislative body in cities and towns of, 573.
- where corporate authority vested in cities and towns of, p1263n.
- meaning of by-law in early, p1390n.

NEW ENGLAND TOWNS—

- powers of, 388, 389.
- characteristics and functions of, 115, pp281n-286n.
- where corporate authority of vested, 573, p1263n.
- acts of, to be at legal town meeting, 573, 574, 575.
- notice or warning necessary, 577.
- quorum, 577, 593.
- sufficiency of notice or warning, 573, 580.
- meetings of, parol evidence to prove records of, 623.

NEWSPAPERS (see also "Advertisements;" "Publication;" "No

- defined, in publication of ordinance and notice of pendency, 697.
- in what ones notice of special assessment printed, 2076.
- in which to publish notice of public improvements, p3985n.
- in what ones advertisement for bids, 1213.
- publication of application for street franchise, 1638.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

NEWS STANDS—

on sidewalks, 1355.

NEW YORK, GREATER—

charter and municipal organization of, 339.

legislative body composed of two houses, 573.

NIGHT—

duty to keep streets safe at, 2726.

traveling at, as contributory negligence, 2829.

NIGHT WALKING, see "Street Walkers."**NITRO GLYCERINE, see "Explosives."****NOISES—**

cries on street in selling articles, 967, p1594n.

outside limits of street as defect in street, 2773.

NOMINATION—

certificate of, for office, p917n.

NON-DELEGABLE DUTIES—

municipal liability, 2663, pp5489-5491.

NONFEASANCE (see also "Misfeasance;" "Malfeasance")—

by public officer, defined, 536.

NON-INTOXICATING DRINKS—

regulating sale of, 923.

license to sell, 1003.

NON-NEGOTIABLE NOTES—

power to issue, p4581n.

NON-PENAL ORDINANCES—

defined and distinguished from penal, 641.

NON-RESIDENTS—

ordinances as applicable to, 654, 1085, pp2409, 1431n.

ordinance as operating on property of, in corporate limits, 655.

rule as applied to licenses, 656.

ordinance as binding on animals of, 944, p1432n.

power to impose license tax on, 996.

license tax as discrimination against, 1001, 740.

occupation tax on, p4998n.

property of as taxable, 2390.

right to water supply, p3576n.

right to bring taxpayer's suit, 2585.

destruction of property of, by mob, 2650, p5467.

NONUSER (see also "Abandonment;" "Waiver;" "User")—

as abandonment of street, 1399.

as abandonment of land dedicated, 1610.

forfeiture of street franchise for, 1664, p3504n.

power to tax as lost by, 2374.

doctrine of, relating to dissolution of municipal corporation, 301, pp680, 681n.

NOTARY—

as mere employee, p945n.

NOTE, see "Promissory Notes."**NOTICE (see also "Advertisements;" "Newspapers;" "Publication")—**

in case of penalty or forfeiture, 713.

in proceedings to annex or detach territory, p641n.

in proceedings to remove officers and employees, 557, 563, p1229n.

of accident, condition to right to sue, 2712-2718.

of adjourned meetings, 602.

of adjournment of meeting, members to take, 602.

NOTICE—Continued.

- of application for street franchise, 1638.
- of assignment of claim against city, 2476.
- of corporate meetings, 575.
- of New England town meetings, 577.
 - sufficiency of, 578.
 - specifications of, 579, 580.
- of defects or obstructions in sewers, 2696.
- of election as to incurring debts, 2197.
- of establishment of special assessment district, 2052.
- of hearing fixing rates, p3725n.
- of intention to sue municipality on claim, 2466.
- of intention to fix rates, p3725n.
- of limitations on municipal power to contract, 1902.
- of limitations on power to incur debts, 2176.
- of local improvement proceedings, 1849-1855.
- of pendency of proceedings to incorporate, 144.
- hearing of application for incorporation, 145.
- of proceedings to annex or detach territory, 283.
- of proceedings to confirm special assessment, 2098.
- of proceedings to enforce police regulations, 1036.
- of rescission of contract, 1270.
- of special assessment, 2074-2076.
- of special meetings, 601.
- of threats to destroy property by riot, 2650.
- of town meeting, parol evidence to supply omissions in record, 623.
- to abutters, to construct or repair walks, 1826.
- to officer of charges preferred in proceedings to remove, 552.
- to members of boards, commissioners, committees, etc., 595.
- to property owner where costs of abating nuisance is charge on property,
204
- to remove obstructions or nuisances, 926, 949, 1370, pp1927, 1928, 2077,
5449n.
- to successful bidder, 1225.
- of purchaser of bonds, 2316-2325.
- official, to officer or employee removed from office, 568.
- to be taken of ordinances, 653.
- imputed to one contracting with municipality, 1166.
- waiver of written notice of charges in removal proceedings, 566.
- proof of, of special meeting, p1362n.
- Of Defects in Streets.**
 - of defect distinguished from notice of accident, 2713.
 - permit to close street as notice that it is dangerous, p5639n.
 - necessity for, 2807.
 - notice not necessary where original negligence that of municipality,
2808
 - where original negligence that of licensee, 2751.
 - notice to particular persons as imputed to municipality, 2810.
 - actual notice, 2811.
 - statutes requiring "actual" notice, 2812.
 - of closing street for travel, 2740.
 - of condition of tree in street, 2776.
 - constructive notice, 2813.
 - constructive notice based on length of time, 2814.
 - latent defects, 2815.
 - notice of one or general defect as notice of other or special defects,
2816
 - rules as to notice applied to snow and ice, 2817, 2770.
 - question of fact, 2818.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

NUISANCES—

power to prevent and abate, 899.
 defined and illustrated, 900.
 private distinguished from public, 900.
 location and surroundings as elements of, 900.
 the two kinds of public, 900.
 punishing maintaining, under general welfare clause, p1916n.
 declaring, public necessity by ordinance, p1916n.
 declaring a thing a nuisance not so at common law, p1918n.
 classification as to municipal power to declare and define, 901.
 effect of municipal declaration as to, pp1918, 1919n.
 power of boards of health to declare and abate, p1909n.
 municipal power to declare, subject to judicial review, pp1921, 1922n.
 regulations both by state and city, 887.
 municipal power to declare and define, 901-903, pp1917-1923n.
 doubt as to, 903.
 state legislative declaration, p1924n.
 conclusiveness of decision of municipal authorities as to, 896, p1905n.
 who liable, landlord or tenant, 819, 820.
 effect of grant of street franchise, 1670.
 municipal liability for failure to abate, 2641.
 municipal liability for creating, 2641.
 permit to use street to create, city as liable, 2752.
 city consenting to creation of, city liable, p5635n.
 municipal liability for, where created by contractor, p5489n.
 liability for, where created in making public improvement, 1968.

Remedies.

abatement or summary removal, 904, 378, 1370, 924, 926, pp2000-2004n.
 suit to abate, 1368, 1371, 1376.
 destruction of, p1891n.
 abatement by drainage, 916.
 abatement by individual, 1378.
 mandamus to compel abatement of, 1380.
 questioning manner of removal of, p1905n.
 power to abate as power to punish, p1546n.
 injunction, 806, 2502, 904, 1371, 1376.
 power of municipality to enjoin, 2505.
 official liability for failure to prevent or abate, 536, p1170n.
 criminal liability, 550, 808, 2520, 2521.
 defenses, p2414n.
 evidence in prosecutions for committing, 1073.
 right to jury trial, 1060.
 sufficiency of complaint for committing, 1052.

Particular things as.

arising from trades, manufactures, etc., 907.
 automobile garage as, 911.
 bay windows as, 1349, p2908.
 bawdy houses as, p2106n.
 bill boards and structures for advertising as, 929.
 buildings as, 949, p1922n.
 in street, 1350.
 cemetery as, 906.
 cultivation of rice as, 920, 902.
 dairies and cow stables as, 909.
 dead animals as, 913, 744.
 defective plan for sewers as, 2693, pp5534, 5535.
 discharge of sewage into stream as, 2706, 1445.
 doors as, 1352.
 encroachment on street as, 1318, 1334, 2874, 2881n.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

NUISANCES—Continued.

- excavations in street as, 1346.
- ferocious dog as, p2059n.
- fence across street as, 1352.
- gates as, 1352.
- hogs and hog pens as, 912.
- house dirt, rubbish, privy vaults, etc., as, 915.
- livery stables as, 910.
- market as, p2133n.
- negro church as, p1918n.
- obstructions in public streets and highways as, 924, 925, p1991n.
- overhead bridge across street, 1342.
- pest house as, 2669, p1935n.
- picnics and open air dances as, p1922n.
- pillars of building projecting onto sidewalk as, 1349, pp1982, 2908n.
- platform in street, 1361.
- poles in street, 1362.
- ponds, stagnant waters, etc., as, 916.
- rock crusher as, p1923n.
- sewers and drains, as, 916, 1440, 2697.
 - death or sickness from, 2698.
 - property, 2699.
- signs extending into street, 1349, p2906.
- skating rink as, 947.
- slaughtering of animals and slaughter houses as, 908.
- smoke as, and various laws and ordinances forbidding and regulating, 918, pp1964-1974, 1921n.
 - in street car, 902, p1920n.
- stairway on sidewalk as, p1982n.
- trees in street as, 1326, pp2863, 2865-2867.
- use of street by railroad as, pp3375n, 3392n.
- wall as, pp5509, 2909n.
- wells as, 917.
- weeds, forbidding growth of, and regulating cutting of, 919.

NUMBER—

- pleading ordinances by, 851.
- in construction of ordinance and law, p1741n.

NURSES—

- power to employ, 1167.

O.

OATH—

- requirement of, to hold office, p990n.
- official, failure to take, 475, pp1037, 1038n.
- failure to take, *de facto* officer, 480.
- when necessary to be taken by tribunal in removing officers, 566.
- filing charges under, in proceedings to remove officers, 566.
- failure of clerk to take, does not invalidate records kept by, 618.
- record that officer "took the oath of office" is sufficient, 619.
- amendment of record to show officer took, 629.
- evidence given under, in removal proceedings, 566.
- of special assessment commissioners, 2073.

OBJECTIONS—

- failure to make, see "Waiver;" "Estoppel."

OBLIGATION (see also "Contracts;" "Impairment of Contracts")—
defined and classified, 756.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

OBSCENITY—

what is, p2392n.
regulation of, under police power, 890, pp1592, 2162n.
prohibiting obscene advertisements, 962.

OBSTRUCTIONS—

in streets, 1333-1367.
rights of abutters, see "Abutting Owners."
as nuisances, see "Nuisance."
implied power to impose fines for, 710.
in street, not abandonment of, 1399.
of street sufficiency of complaint for, 1052.
defenses, p2414n.
evidence in prosecutions for, 1073.
right to jury trial, 1060.

Municipal Liability for Injuries From.

in street as making city liable for injury from, 2767.
on driveway, 2781.
on sidewalk, 2787.
on crosswalk, 2791.
between driveway and sidewalk, 2768.
near wharves, municipal liability, 2677.
in watercourses, 2701, 2704, p5552n.
failure to remove from street, actionable negligence, p5432n.
close to street, injury from, 2774.
duty to guard, 2795 *et seq.*
duty to guard as non-delegable, 2663, p5491n.
rough ice or snow on sidewalk as, 2789, p5698n.
in street, use of other unsafe way, 2739.
by third persons, city as liable, 2750, p5633n.
as proximate cause, 2844.

OCCUPATION TAX (see also "Licenses;" "License Tax")—

license fees, when occupation "tax," 991, p3554n.
discrimination against non-residents, 740.
as contract, p1550n.
not included in commerce laws of constitution, 779.
on particular business, 745, 2369, and see "License Tax."

ODORS—

from discharge of sewage, 2699, 2706.

OFFAL (see also "Garbage")—

defined, p1959n.
license to remove, 1017.

OFFENSES—

continuous or separate, as to limit of penalties, 721, 722
heavier penalty for second offense authorized, 722.
creating by ordinance, p1901n.

OFFENSES AGAINST STATE (see also "Crimes")—

power to legislate as to, 877.
general power, insufficient, 877.
express power may be conferred, 877.
when covered by state statute, 877, 878 *et seq.*, pp1860-1864n.
whether ordinance may regulate is question of legislative intent, 877.
when same act may be made an offense against state and municipal corporation, 878, pp1863, 1864n.
enumeration of states where double regulations are sustained, 878.
doctrine in California and Connecticut, 879.
doctrine in Georgia, 880.
doctrine in Illinois, 881.
doctrine in Kentucky, 882.

OFFENSES AGAINST STATE—Continued.

- doctrine in Missouri, 883.
- doctrine in North Carolina, 884.
- doctrine in Rhode Island and Indiana, 885.
- doctrine in Texas, 886.
- enumeration of offenses that may be made both state and municipal, 887.
- whether double punishment authorized, 881, 882, 883.
- ordinance dealing with, to conform to statute, 882, 883.

OFFENSIVE LANGUAGE (see also "Profanity;" "Obscenity")—
on tramcars, p1594n.

OFFER OF REWARD, see "Rewards."

OFFICERS (see also "Quorum")—

- chapter on, 411-572, vol. 2.
- particular officers, see "Mayor;" "Council;" "Police;" "Fire Department;" "Law Department," etc.
- discretion of, see "Discretion."
- removal or suspension, see "Removal or Suspension of Officers;" "Recall."
- municipal liability for torts of, see "Torts;" "Unsafe Streets;" "Sewers."
- municipal, defined, 179, pp409, 939n.
- designation and classification, 420.
 - under civil service, p319n.
- how question as to who are municipal officers may arise, 421.
- are not the corporation, pp287, 288n.
- civil offices defined, pp983, 997n.
- lucrative office defined, p1000n.
- fiscal officer defined, p932n.
- corporate officers in English law, p932n.
- classification under federal system, p934n.
- nature and elements of terms "office" and "officer," 422.
 - manner in which question presented, 423.
- office distinguished from employment, 424.
- assistant defined and illustrated, 425.
- deputy defined, powers, 426.
- clerk defined, 427.
- employees described, 428.
- day laborers defined and illustrated, 429.
- power to create offices and situations, to fix salaries, etc., 430.
 - cannot be delegated, 431.
- power of legislature to regulate selection of, 177.
- power of legislature to control, 182, 183.
- authority to create and abolish offices and departments, 432.
 - by ordinance, 635.
 - when definite vote required to create office, 596.
- control and regulation of, in general, 411.
- regulation of selection of municipal, 411, p912n.
- implied power of municipality to create offices, 361.
 - to punish for refusal to accept office, 361.
- public office is a public trust, 422, 494, 553, pp935, 936n.
- state and municipal distinguished and illustrated, 178-181, pp407-413n.
- judicial, whether state or local, p348n.
- firemen as, 2417.
- policemen as, 436, 2417, pp974-977n.
 - as state or municipal, 436, pp974-977n.
- school directors as municipal officers, 2435.
- teachers as, p5084n.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

OFFICERS—Continued.

delegation by council of power to provide additional offices, 385.
election of, 412-419, and see "Elections."
failure to elect, or misconduct of, will not dissolve corporation, 301, 302, pp680, 681n.
dissolves when statutes so provide, 303.
power of municipality to employ attorney to defend, 1176.
penalty for insulting, under general welfare clause, 895.
reports of officers as evidence, 622.
transfer of officers or employees, 509, p1095n.
classification of employees; civil service, 506.
promotion in office and public place, 507.
reduction in office and public place, 508.
reimbursing or indemnifying officer, 514, 367, 2169, pp1111-1113, 4593n.
power to levy taxes to reimburse, 2372.
mandamus to prevent interference with, 2546.
mandamus to control discretion of, 2548.
writ of prohibition against, 2516.
of municipality, as proper or necessary defendants, 2494.
service of summons on, 2496.
notice to of defect in street, as effective, 2810.
city as liable for acts of state officers, resulting in unsafe street, p5634n.

Eligibility of.

in general, 443.
eligibility of officers as sureties on bonds, 443, p989n.
pledges of contracts as disqualification, p990n.
expulsion as disqualification, p990n.
requiring oath and tests, p990n.
increasing city indebtedness as disqualification, p990n.
third term forbidden, p990n.
defaulter as disqualification, p990n.
conviction of crime as disqualification, p989n.
civil service rules touching disqualification, p990n.
soliciting funds for political purposes forbidden, p991n.
qualification of residence, 444, p992n.
residence in ward, 445, p993n.
requirement that officer be elector or voter, 446.
requirement of citizenship only, p994n.
ownership of property, 447.
failure to pay taxes, 448.
educational qualifications, 449.
inspector of plumbing, p997n.
practical architect, p997n.
practical builder, p997n.
what is "civil office," p997n.
ceasing to possess prescribed qualifications, 450.
officer holding two offices, 451, p999n.
incompatible offices, 452.

Appointment of.

distinguished from election, 453.
power of legislature to appoint, 177.
authority to appoint to office or situation, 454, pp1005-1008n.
appointment by authority prescribed only, 455.
delegation of power to elect or appoint forbidden, 456.
authority of mayor to appoint, 457.
appointment or election by council, 458.
appointment of police officers, 459, pp1013, 104n.
restrictions on power to appoint, merit system, 460.
preference in appointment and promotions; veteran acts, 461.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

OFFICERS—Continued.

- time of exercise of power of, 462.
- manner of appointment, 463.
- commission appointment, 464.
- completed appointment cannot be revoked, 465.
- confirmation of appointment, 466.
- ratification of irregular or void appointment, 467.
- mandamus as to appointment, 468.
- election of by council not affected by civil service laws, 598.
- quorum and majority in election of officers by council, 598.
- election of by council, announcement of ballot, 598.
- reasonableness as to time of election of officers by council, 727.
- rescinding votes in electing and appointing, 614.
- selection of on recommendation of business organization, 456.
- presumption that officer was chosen legally, 619.
- power of legislative body to judge of election and qualification of own members and other officers, 471, pp1029-1032n.
- election contests in courts, 472.
- acceptance of office, 473.
 - compelling acceptance, 473.
- qualifying to perform duties of offices, 474.
 - oath, failure to take, 475, pp1031, 1038n.
 - bond, failure to give, 475, pp1039, 1040n.
- when term of office begins, 477, pp1040n.
- when vacancy in office exists, 478, pp1041, 1042n.
 - expiration of term, p1041n.
 - abandonment or resignation, 1042n.
 - qualifications ceasing, p1042n.
 - authority authorized to fill vacancy, 479, 1043, 1049n.

De facto officers.

- definition, 480, 1047n.
- de facto council, 581.
- mere intruder is not, 481.
- no officer de facto without an office de jure, 482, 581.
- officer holding over as de facto officer, 483.
- validity of acts of, 484.
- questioning title of, 485.
- signature by, 2287.

Powers and duties of officers.

- powers and functions of officers in general, 499.
 - powers and duties of various officers illustrated, pp1084-1086n.
- power of officer to select sub-ordinates, employees, agents, 500, 635, p1011n.
- power to employ attorneys, 501, pp1088, 1089n.
 - who authorized to employ, 502, pp1090n.
 - method of employment, 503, p1091n.
 - ratification of unauthorized employment, 504.
 - contract of employment, p1092n.
- officer cannot delegate his powers, 499, 383.
- officer acts under defined powers and duties, 499.
 - cannot bind corporation outside scope of his functions, 499.
- estoppel of municipal corporation by acts of its officers, 499.
- when dealing with officer must know his authority, 499.
- officers not to be interested in municipal contracts, 1252, 513, 341.
 - the English rule, p1102n.
 - officer as surety on official bond, 513.
 - illegality of municipal contracts with officers, pp1104, 1105n.
 - with councilmen, 513, pp1107, 1107n.
 - partnerships, 513, p1109n.
 - corporations, 513.

OFFICERS—Continued.

ratification of contract between municipality and its officer, 1257.
implied contracts, recovery on where contract between officer and municipality invalid, 1265.
contract made by wrong officer, effect, 1178.
who may sign bonds, 2287.
who may make recitals in bonds, 2331.
duty to sign warrants, 2248.
duty to give entire time to public duties, 505.
may question validity of ordinance, 800.
power to grant leave of absence and vacation, 510, p1096n.
fixing rates, whether impartial, 1743.
right to sue for injury from unsafe streets, 2756.

Tenure of office.

what is definite term, 486.
holding during good behavior, 486.
holding at discretion of officer or department, 486.
when legislature may change term, 486.
fixing term by ordinance, 486, p1055n.
holding over, no successor, 487, pp1056-1061, 916.
during good behavior, 486, p1062n.
tenure at will of authority which confers office, 489.
change of class or grade, of municipal organization, 490.
charter amendment, p1063n.
changes in term, 491, pp1064-1066n.
tenure of assistants and sub-ordinates, 492.
how office may be lost, 493.
offices may be changed or abolished, 494.
officer has no fixed right in office, 494.
offices not created by contract, 494, pp1072, 1073n.
public office is not property, pp1073, 1074.
additional duties may be imposed on officer, 494.
resignation of office, 494.
rule at common law, p1076n.
in England, of elective officers, p1077, 1078n.
resignation by implication or abandonment of office, 496.
by election to, or acceptance of, another office, 497, p1079n.
acceptance of resignation, 498.
when acceptance ends term, p1080n.
election to fill vacancy, by council, p918n.

Salary and compensation.

must be express provision for, 515.
mere performance of duty, p1116n.
voluntary service, p1116n.
additional duties, p1116n.
recovery on quantum meruit, p1117n.
compensation as limited by constitutions, 186.
power to fix salaries, compensation, etc., 516.
method of establishing, 516, p1120n.
by council, 516, pp1121, 1122n.
salary or compensation of defacto officers, 517.
salary as between de jure and de facto officer, 518.
salary where office or position abolished, 519.
in case of removal or suspension from office, 520, p1129n.
veterans, pp1130, 1131n.
civil service employees, pp1130, 1131n.
acquiescence and estoppel, p1131, 1132n.
conditions establishing right to, 520, p1132, 1133n.
salaries as within debt limit provisions, 2319, 2714, p4688n.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

OFFICERS—Continued.

- fees and commissions, 521.
- expenses appertaining to office, 522.
- acceptance of less sum than law allows, 523.
- assignment of salary, 524.
- extra compensation not allowed, 525, pp1141, 1142n.
 - contract prior to appointment, p1142n.
 - work outside of office hours, 525, p1143n.
 - service outside of official duties, 525, p1143n.
 - when extra compensation may be allowed, 526.
 - extra pay for extra work, pp1144-1146n.
- illegal salaries or fees may be recovered, 527.
- changing salaries or compensation, 528.
 - change of salary during term forbidden, 529, pp1149, 1150n.
 - civil service, p1150n.
 - veterans, p1150n.
 - reappointment, 529, p1152n.
 - officer distinguished from employee, 529, p1152n.
 - fees or compensation of attorneys and agents specially employed, 580.
 - estoppel, p1154n.
 - implied contract, p1154n.
- certifying and paying salaries, 531.
 - certifying to pay rolls, p1155n.
 - funds to pay salaries, p1156n.
 - compensation of temporary employees, p1156n.
 - compensation in two positions, 531, p1157n.
- right to salary in case of absence, 532.
 - absence without leave, p1158n.
 - officer distinguished from employee, 532.
- salary after expiration of term, 533.
- action to recover salary or compensation, 534.
 - conditions of recovery, p1162n.
 - when no services are performed, p1162n.
 - defenses, 534, p1163n.
 - mandamus, 535.
 - demand of salary before suing for, p5165n.
 - enjoining payment of salaries, 2598, p5359n.
- pensions for officers, 511, p1096, 1097n.
 - grant of pensions, how far discretionary, 512.
- sick pensions; interest, p1098n.
- retirement on pension, p1100n.
- Personal liability of officers.**
 - general rule, 536, 2621.
 - personal liability for negligence, 537, 2621.
 - for damages resulting from public work, 537.
 - failure to keep highways reasonably safe, 537.
 - personal liability on contracts, 538.
 - liability for loss of public funds, 539.
 - statutory liability of, 536, p1166n.
 - personal liability for injuries resulting from public improvements, 1983.
 - personal liability of, for failure to take sufficient bonds, 1964.
 - official liability in awarding contracts, 536, p1167n.
 - ministerial acts, official liability for neglect to perform, 536.
 - liability for wrongful disbursement of public funds, 540.
 - issuing and disbursing of invalid paper, 541.
 - wrongful taxes levied, 542.
 - failure to cause municipal obligations to be satisfied, 543.
 - unlawful removing another from office, 544.
 - liability for legislative acts, 545.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2608; Vol. 6, §§ 2604-2855.)

OFFICERS—Continued.

- action on official bonds, 546, 547.
- wrongful or negligent acts of sub-ordinates, 548.
- civil liability of local municipal judges, 549.
- criminal liability of municipal officers, agents, and servants, 550.
- liability of city marshal for negligence, malfeasance or misfeasance, 437.
- personal liability of police and firemen, 2424.
- taxpayer's suits against municipal, 2582.

How title to office tried.

- quo warranto to determine title to office, 469.
- mandamus will not lie, 469.
- injunction denied, p1025n.
- certiorari will not lie, p1026n.
- proceedings by quo warranto, 470.
- title to office not reviewable in taxpayer's suit, 2579, 2577.
- writ of prohibition to try title to or to prevent removal of, 2516.
- conflicting councils; injunction, 582.

OFFICIAL BOND, see "Bonds."**OFFICIAL NEWSPAPER, see "Newspapers."****OIL (see also "Explosives")—**

- well as "mine," p5014n, and see "Mines and Minerals."

OLEOMARGARINE—

- forbidding sale of, p2135n.

OMISSIONS—

- parol to show, in municipal records, 624, 625, pp1376, 1377n.
- of lands from special assessment, 2092.

OMNIBUS (see also "Hacks;" "Stage Coaches;" "Vehicles")—

- grant of exclusive right to run, p2195n.
- stands for, see "Hackstands."

OPENING—

- bids, 1225.
- streets, what is, 1842, 1816, and see "Eminent Domain;" "Dedication;" and "Public Improvements."
- special assessments for, 2028.
- in sidewalk as nuisance, p1994n.
- in street, city as liable for injury from, 2769.
- in driveway, 2780.
- in sidewalk, 2788.
- in crosswalk, 2793.
- close to street, injury from, 2774.
- duty to guard, 2795 *et seq.*

OPERA HOUSE, see "Theatre."**OPPRESSION—**

- ground of interference in exercise of powers, 379.
- in office, criminal liability for, 550.

OPTION—

- as creation of debt, 2221.
- by city to purchase, sale of, 1141, p2517.
- in street franchise, to purchase plant, 1790.
- to redeem bonds, pp4840, 4841n.

ORAL, see "Writing."**ORAL EVIDENCE, see "Evidence."****ORAL VOTE—**

- of council, validity of, 607.

ORCHARDS—

- exemption from condemning, 1503.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

ORDER—

- defined, 637.
- distinguished from ordinances, 637.
- for public improvement, 1876.
- confirming special assessment, 2102.
- in proceedings to annex or detach territory, 287.
- disobedience of, sufficiency of complaint, 1052.
- public, governmental function, 322.
- municipal warrants, see "Warrants."

ORDAINING CLAUSE, see "Enacting Clause."

ORDINANCES—

- defined, 632.
- distinguished from bylaw, 632.
- distinguished from public law, 632, 875.
- how differ from charter or statute, 643, 644.
- meaning of, used in broad sense, 637.
- applied to legislation of municipal corporations, 637.
- applied to all rules and bylaws of the municipality, 637.
- as legislative act, 574, 633.
- as "law," relating to impairment of obligation of, 754, 759.
- sources of power for enactment, 724.
- implied power to enact, 360.
- power to enact, a common law power, 105.
- municipal council may make, in England, 59.
- power to legislate in offenses against state, see "Offenses Against State."
- bylaw defined, p1390n.
- bylaw in New England, p1390n.
- bylaw defined in English law, p1391n.
- various uses of term ordinance, p1392n.
- distinguished from resolution, 633, pp1393, 1394n.
- legislative acts must be by, 633.
- when resolution becomes, 633.
- illustrations as to when ordinance is necessary, 634.
- when necessary to create offices and situations, 635.
- illustrations as to when action may be taken by resolution, 636.
- distinguished from regulations, orders, resolutions, etc., 637.
- distinguished from rules of procedure, 638.
- classification of ordinances, 639.
 - police ordinances, 639.
 - franchises or contract ordinances, 639.
 - improvement ordinance, kinds, 639.
 - administrative ordinances, 639.
 - penal and non-penal, 641.
 - general and special, 640, 641.
- combine of contractual and police regulations, 642.
- force and effect of, 643.
 - how ordinance differs from charter or statute, 644.
- requisites of valid ordinances enumerated, 645, p1415n.
 - must conform to charter, 646.
 - must conform to statutes and general laws, 647.
 - exceptions, 648.
 - must harmonize with public policy and common law of state, 649.
 - must enact in good faith, 650.
 - must be definite and certain, 651.
- ordinances of cities of same class may vary, 652.
- notice to be taken of, 653.
- who are bound by, 654.
- operate upon property within corporate limits, 655.
- as binding on property of non-residents, 655.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

ORDINANCES—Continued.

- rule as applied to licenses, 656.
 - binding on animals of non-resident, p1842n.
 - binding on strangers, p1341n.
 - territorial operation of, 657.
 - places within municipal jurisdiction, 658.
 - wharves, 659.
 - private property, 660.
 - regulating speed of train, 661.
 - judicial limitation of operation of, 662.
 - public or particular places only as applicable to, 663.
 - applying to part of city only, 664.
 - improvement ordinances, 665.
 - time of taking effect of, 666, 667.
 - contingency, 668.
 - expiration and suspension of, 669.
 - compelling enforcement of, by mandamus, 804.
 - violation of as negligence, 1395, 2762, and see "Evidence."
 - recitals as to, in bonds, 2336.
 - recital of in petition to confirm assessment, 2099.
 - municipal courts take judicial notice of, 842.
 - general rules relating to council, see "Council."
 - pleading of, see "Pleading."
 - evidence of, see "Evidence."
 - amendment of, see "Amendments."
 - constitutionality of, see "Constitutionality of Ordinances."
 - actions to enforce, see "Actions to Enforce Police Regulations."
 - particular courts having jurisdiction of actions to enforce, 1030.
 - municipal liability for failure to pass or enforce, 2631.
 - failure to enact or enforce to prevent or abate nuisance, p5447n.
 - for acts under or enforcing void ordinances, 2640.
 - as acceptance of dedication, 1580.
 - as ratification of contract, 1258.
 - amendment of, 821-824.
 - void ordinance, 822.
 - franchise and contract ordinance, 823.
 - public improvement ordinance, 1895, 824.
- Necessity for.**
- passage of ordinance or resolution as necessary to exercise power, 374.
 - self enforcing charter provisions, 375.
 - to accept lowest bid, 1225.
 - to authorize issuance of bonds, 2299.
 - to create offices and places, fix salaries, etc., 385, 635.
 - to fix fines, 385.
 - to grant street franchises, 1638.
 - to incur indebtedness, 2172.
 - to levy taxes, 2404.
 - to levy license tax, 997.
 - to ratify invalid sale, 1151.
 - to summarily remove obstruction in street, 1370, p2001n.
- Ordinance or resolution.**
- when ordinance necessary in general, 633, 634.
 - creating officers and situations, 635.
 - when resolution proper in general, 636.
 - in making contracts, 1179.
 - to ratify contract, 1258, p2744.
 - directing execution of conveyance, 1147, p2528.
 - to authorize execution of note, p4581n.
 - for issuance of bonds, 2299.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

ORDINANCES—Continued.

- to submit to people bond issue, 2196.
- for appropriations, 2190.
- for street improvement, p4045n.
- for levy of special assessment, 2080.

Enactment of.

- chapter on, 670-709, vol. 2.
- public corporations empowered to pass, 670.
- what body to enact, 671.
 - boards of public works, 671, p1458n.
 - police boards, 671, p1458n.
 - excise department, 671, p1458n.
 - county boards, 671, p1458n.
- must relate to corporate as distinguished from private affairs, 672.
- must relate to public interest, 672, p1458n.
- regulating civil rights and liabilities, 673.
 - civil action for breach of, 674.
 - limitation; duty to public, 675.
- street abutters, failure to remove snow and ice, pp1468, 1469n.
- charter method of enactment exclusive, 676.
 - prescribed preliminary steps, 676.
 - conditions precedent, 676.
- form of, 677, p1478n.
 - should be in English language, 677, p1474n.
- formal parts of enumerated, 678.
- recital of authority to enact unnecessary, 679.
- failure to number sub-divisions of, p1478n.
- form of appropriation ordinance, p1478n.
- misrecital as to authority to enact, 679, p1479n.
- need not recite necessity of enactment, 680.
- one subject and title, 681, p1483n.
 - sufficiency of title, 681, p1483n.
 - case illustrating sufficiency of title, 682, 683.
 - provisions of to harmonize with title, 684.
 - title in revision of, 685.
- time of revision, p1490n.
 - revision of, under Nebraska statute, p1490n.
- preamble, 686, p1490n.
- ordaining or enacting clause, 687.
 - form and style of, 687.
 - variance, 687.
 - omission of, 687, p1493n.
 - sufficiency of, 687, p1493n.
- for improvements, to originate with certain boards or officers, 386.
- lapse of time between introduction and passage, p4059n.
- time to intervene between passage of in two branches of council, p4059n.
- majority necessary to pass, 1882, and see "Council."
- quorum a majority in enacting, 594.
- when definite vote required to enact, 596.
- time of introduction and passage, 688.
 - in event of double legislative board, 689.
- reference to and report by committee, 690.
- signing and approval by mayor, 691.
 - approval of resolutions, p1501n.
 - presumptions as to signing, 619, p1501n.
 - revised code of ordinance, 691, p502n.
 - approval in absence of mayor, 691.
 - sufficiency of approval, 691.
 - approval to be in writing, 691.

ORDINANCES—Continued.

- veto of mayor, 692.
- returning of bill or ordinance by mayor, 693.
- generally attested by corporate seal, 256.
- presumption as to regularity of passage, 619.
- taking yeas and nays, 620, and see "Yeas and Nays."
- passed and approved by electors, referendum, 694.
 - two propositions, p1510n.
- recording, 619, 617, 695, p1363n.
- deposit and custody of, 696.
- publication of, and notice of pendency, 697.
 - time and frequency of, 698.
 - method of, 699.
- amendment on passage, 700.
 - publication of, 701.
- consideration of mayor's veto, 702.
- judicial inquiry into legislative motive, 703.
 - ministerial act, 704.
- injunction to restrain passage of, 705, 2503.
 - judicial discretion described, p1533n.
- certiorari by tax payer, 705.
- validating by municipality, 706.
- curative power of legislature over void, 707.
 - proceedings to subscribe for railroad stock, 708.
 - to collect taxes, 709.
- authentication of, by acting officers, p1362n.
- sufficiency of, providing for annexing or detaching territory, 282.
- passage of, under Des Moines plan of city government, 341.

Penalties of.

- chapter on, 710-723.
 - power to enforce ordinances by, 710, 1083, and see "Fines."
 - charter method exclusive, 711.
- forfeiture, 712.
 - proceedings, 713.
 - animals running at large, 714.
- imprisonment, 715.
- various penalties, 716.
- costs, 716.
- must be certain, 717.
 - New Jersey doctrine, 718.
 - North Carolina doctrine, 719.
- must be reasonable; limit, 720.
- limit of fine, 721.
- continuous or separate offense, 721, 722.
- heavier for second offense authorized, 723.
- duration of imprisonment, 715.
 - ordinance without, is nugatory, 710.
 - may be provided for within reasonable limits, 717.
 - terms of grant limits power to impose, p1646n.
 - construction of specific enumeration, 711.
- clause for, part of ordinance, 678.

Validity of and how questioned.

- chapter on, 794-820, vol. 2.
- constitutionality of ordinances, chapter on, 740-793, vol. 2, and see "Constitutional Law;" "Interstate Commerce;" "Impairment of Contracts;" "Personal Liberty."
- validity in general, 794, 795.
 - presumption in favor of, 794, p1704n.
 - power of courts to inquire into, 794.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

ORDINANCES—Continued.

- motives in enacting, p1706n.
- estoppel to attack, 797.
- collateral attack on, 798.
- cannot change quorum prescribed by law, 596.
- who may question, 800.
- municipal officers, 800.
- citizens and taxpayers may question, 801, 2591.
- when courts will not interfere at instance of, 802, 803.
- mandamus, 804.
- injunction to restrain enforcement and to test validity, 805, 2504.
- injunction to prevent violation of ordinance, 806.
- certiorari to test, 807, 808.
- quo warranto to test, 809.
- writ of prohibition to prevent enactment or enforcement, 2516.
- continue in force on change of municipal organization, p314n.
- not affected by change of corporate boundaries, 293.
- validating void ordinance, 1151, 706, 1893.
- by legislature, 707-709.
- cannot delegate or surrender public powers, 382.
- cannot restrict charter provisions relating to removal of officer, 558.
- validity of, in annexing territory, 640n.
- invalidity of as defense to prosecution for violating, 1079.
- Reasonableness of.**
 - chapter on, 724-739, vol. 2.
 - under express power to pass, 724, p1945n.
 - mode of exercise must be reasonable, 726, 727.
 - uniform rule necessary, 728.
 - under general grant and implied or incidental power, 725.
 - mode of exercise of, 726, 727.
 - ordinance must provide uniform rule, 723.
 - question of law for court, 729.
 - when jury may determine, 729.
 - rules as to, under general and implied powers, 730-732.
 - ordinance prima facie valid, 731.
 - English cases, custom and usage, 733-735.
 - in restraint of trade, 736, 737.
 - unreasonable discriminations; classification, 738, 739.
 - as to penalty provisions; limit, 720.
 - continuous or separate offense, 721, 722.
 - heavier penalty for second offense, 723.
 - penalties prescribed as reasonable; limits, 720-723.
 - providing for forfeiture of dram-shop license, 712.
 - relating to maintenance of slaughter houses, 896.
- As contracts.**
 - as contract, 1165.
 - as contract, relating to impairment of obligation, 755, and see "Impairment of Contracts."
 - granting franchises as contracts, 759.
 - imposing additional burdens, 760.
 - exclusive privileges, 761.
- Construction of.**
 - general rules, 810, 811, 817-820.
 - title as part of, 812.
 - contemporaneous construction, 813, p819n.
 - words and phrases in, 815.
 - where ordinance void in part, 816.
 - penal ordinances, 814.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

ORDINANCES—Continued.

Repeal of.

- general powers respecting, 825, 1896.
- of franchises and contract ordinances, 826, 827, 1638.
- reservation of right to repeal, 826, 827.
- of public improvement ordinance, 828.
- question of intent, 830.
- implied or constructive repeals not favored, 831.
- implied or constructive repeals sustained, 832.
- implied repeals of general and special ordinances, 833.
- effect of, revival, 834.
- common law rule, p1788n.
- penal ordinances, 835.
- public improvement ordinance, 836.
- effect of repeal and re-inactment 837.
- effect of revision of ordinance as to repeal, 838, p1794n.
- by ordinance only, 839.
- by charter amendments, 840.
- by general laws, 841-842.
- when ordinances superseded by, 843.
- by surrender of special charter, 844.
- by change in class or grade, 844.
- by dissolution and organization, 845.
- by change of corporate limits, 846.
- by consolidation, 846.
- cannot rescind contract by repeal of, p2765n.
- repeal of as reestablishing street, 1419.

Particular ordinances.

- in general see "Police Power."
- appropriations, 2190.
- changing salary fixed by charter or state statute, 528, 519.
- changing or abolishing offices, 494.
- establishing slaughter house, approval of by board of health, p1944n.
- fixing term of office, 486, p1055n.
- granting exclusive right to remove dead animals, garbage, etc., 914.
- police regulations, 386.
- preliminary to public improvement, 1870, 1871.
- public improvement, 1875-1899.
- regulating construction of awnings, signs, etc., and power of removal, 927.
- requiring competitive bidding for contracts, 1192.
- vacating streets, 1412.

ORDINARY CARE, see "Reasonable Care;" "Negligence."

ORPHANAGES (see also "Asylums;" "Trusts")—

- establishing and maintaining, as municipal function, 322.

ORNAMENT (see also "Aesthetic Consideration")—

- power to condemn for, 1485.

"OTHER NECESSARY CHARGES"—

- relating to powers of New England towns, 388, 389, p857n.

OUTLETS—

- for sewers, 2694.
- on private property, 2699, p5544n.
- using stream as, 2705, 2706.

OVERHANGING OBJECTS—

- injury from to persons on street as actionable, 2775.

OVERSEER—

of plantation, not a laborer, p955n.
of mine, entitled to laborer's lien, p956n.

OVERSEERS OF THE POOR—

as quasi corporations, 111, 442, p253n.
duties and powers, 2455.
may employ attorney, p1090n.

OWNER, see "Abutting Owners;" "Freeholders;" "Title;" "Taxpayers'
MUNICIPAL"

OYSTERS—

limiting sale of, p2142n.
destroying bed of, by sewers, 2693, p5534.

P.

PACKING HOUSES—

license of, 996, p2201n.
regulating beyond corporate limits, 897.

PAPERS (see also "Newspapers;" "Books;" "Documents;" "Records")—

municipal, inspection of, 630.
forbidding distribution of, on streets and public places, 734.
distribution of, as to races, etc., p1593n.

PAR—

sale of bonds at less than, 2304.

PARADES—

power to regulate and nature of regulations, 940.
forbidding carrying of red flag, in, 940, 1073, pp2045, 2046n.
music in, 941, p2044n.
permits for, 1000.
rules as to must be uniform, 728.
power of city to pay for, 2167.
council can not order fire department to participate in, p1085n.

PARDON—

of person convicted of violating ordinance, 1090.

PARI DELICTO—

effect of, suit by city for reconveyance, 1152.

PARISHES—

in England, 44, 106, 111, pp91, 92n.
in Louisiana, corresponds to county, 64.
proof of, by reputation, in Massachusetts, p859n.
records of, parol evidence, 623.

PARKS (see also "Playgrounds;" "Commons;" "Plaza;" "Public
Squares")—

of ancient Babylon, 20.
in ancient city of Rome, 30, p61n.
definition, 1153.
object of municipal concern and jurisdiction, 389.
officers having charge of, whether state or municipal, 180.
power of control cannot be delegated, 382.
recommendation to establish, not delegation of power, 386.
is "public utility," 1618.
legislative control of, 1820, 219-226, 174, p506n.
as public or private property, 221.
power of municipality to acquire, 1154, 1115.
purchase of land for as a corporate purpose, 1115.
purchase of land outside city limits for, 1108.
power to lease land for, 1113.
devise for, valid, 1129.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

PARKS—Continued.

- power to issue bonds for, 2280.
- beyond city limits, p3918n.
- power to condemn for, 1486.
- condemning railroad lands for, 1497.
- title acquired by condemning for, 1523.
- dedication of land for, 1543, 1558, p3197n.
- changing use of, 1155.
- management of, by whom, 1156.
- board of park commissioners, 1156.
- lease of part of, 1156, p2542.
- grant of use of to railway company, 1156, p2542.
- regulating use of, 1157.
- by bicycles, 1157.
- regulating speed, 1157, 932, 935.
- subway, 1157, p2546.
- disposal of, 1140, 1141.
- sale of, 1141.
- power to lease for profit, p3876n.
- ratification by people, of sale or lease of, 1147.
- dedicated, diversion of, 1606.
- taxpayer's suits to prevent diversion of, 2600.
- abandonment of, p3346n.
- improvement of, necessity for bids, p2636n.
- special assessments for, 2041.
- special assessments as lien on, p4488n.
- not subject to execution, 1160.
- taxes on, 1162, p4968n.
- delegation of power to tax to commissioners, 2383.
- debts of as those of city, 2214.
- rights of abutters, p3328n.
- when land abuts on, 2056.
- control over streets leading to, p2830n.
- negligence in improvement of, p5432n.
- dividing cost of maintenance, 2182.
- municipal liability for torts, 2678.
- duty to light walks in, p5717n.
- department of, under Des Moines plan of city government, 341.
- power to condemn railroad through, p8143n.

PARK COMMISSIONERS—

- as state or municipal agency, 2658, pp972, 5482n.
- when not an officer, p943n.
- power to make special assessments, 2070.
- liability for torts, p5382n.

PARK DISTRICT—

- as municipal subdivision, 296.
- for "municipal purposes," 110.

PARKWAY—

- as street, 1280.
- special assessments for, 2029.
- power to condemn for, 1466.
- liability for unsafe, 2736.

PARLIAMENT—

- of Great Britain, "legislative omnipotence" of, 62.
- of England, may grant municipal charters, 120, 104.
- power to dissolve municipal corporations, 305.

PARLIAMENTARY LAW—

- application of, to legislative body, 606.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

PAROL CONTRACTS, see "Writing."

PAROL EVIDENCE, see "Evidence."

PARTIALITY—

criminal liability for willful and malicious, 550.

PARTIES (see also "Officers")—

in actions by or against municipalities, 2494.

to actions to collect special assessments, 2144-2150.

to taxpayer's suit, 2602.

to mandamus, 2568.

to quo warranto proceedings, 2533.

defendant, to test corporate existence, pp165, 166n.

PARTNERSHIP—

contract with firm where member officer of municipality, 1252, 513.

right of partners to sign petition, p4000n.

dissolution of, effect on license granted to, 1006.

PARTY WALLS—

defined, 392, p867n.

ownership of, 392, p868n.

use of, 392, p868n.

municipal power to regulate, 392, p869n.

compensation for use of, 392, p870n.

PASSAGEWAY (see also "Alleys;" "Tunnels")—

over street, 1342.

private, dedication for, 1543, p3212.

PASSENGER ROOMS, see "Depots."

PATENTS—

as authorizing discriminations, 1697.

patented articles as precluding competitive bidding, 1197, and see "Bids."

municipal liability for infringement of, 2646.

PATROLMEN, see "Police."

PAUPERS, see "Charities," etc.; "Poor."

PAVILIONS—

in parks, 1117.

PAVEMENT—

defined, p4353n.

PAVING (see also "Public Improvement")—

defined, p4353, 3889n.

condition to grant of railway franchise, 1647.

requiring railroad to pave between rails, 955.

requiring by street railway, p3521n.

power to pave and repave, 1832.

bidding for contract, see "Bids."

special assessments for, 2023, and see "Special Assessments."

PAWNBROKERS—

regulation of, 978.

license fee, 1023.

amount of license fee, p2230n.

revocation of license of, p2245n.

requiring daily reports to police by, 745.

sufficiency of complaint against, 1052.

PAYMASTER—

creation of, as assistant, as new office, p957n.

6 McQ.—63

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

PAYMENT (see also "Gold;" "Legal Tender")—

- for public improvements, method and time of, 1947, 1948, 1863.
- conditions, 1949.
- out of special fund, 1950.
- interest on amount due, 1952.
- in advance, to public service companies, 1714.
- of claims against municipalities, 2477.
- of damages from public improvements, 1994.
- of license fees, recovery back, 1009.
- of municipal bonds, 2344, 2345.
- medium of, 2294.
- of municipal debts, 2185.
- of special assessment as discharging lien, 2109.
- of taxes, 2406.
- of warrants, 2252-2254.
- place of, bonds, 2292.
- provision for before incurring debt, 2173.
- provisions in warrants as to, 2245.
- taxpayer's suits to enjoin, 2598.
- mandamus to compel, 2554, 2556, 2557.
- time for, on condemning property, 1514, 1515.
- municipal warrants as, p4754n.
- as ratification of contract, 1258, p2744n.
- as estoppel to attack special assessment, 2123.
- involuntary, recovery back from municipality, 2507.

PAYROLLS—

- of officers and employees, 531.

PEACE—

- public, maintenance of public duty, 322.
- regulating, see "Police Power."
- breach of, see "Breach of Peace;" "Disorderly Conduct."

PEANUT ROASTER—

- explosion of, liability of city, pp5447, 5678n.

PECUNIARY INJURY—

- necessity for, taxpayer's suit, 2586.

PEDDLERS, see "Hawkers and Peddlers."

PEDESTRIANS—

- right of way, as against vehicles, 1392.
- particular acts of as contributory negligence, 2838.
- amount of care required of, 2821-2823.
- injuries to on streets, see "Unsafe Streets."

PEG—

- projecting above sidewalk, injury from, 2787.

PENAL ORDINANCES—

- defined and distinguished from non-penal, 641.
- form of, 677, 678, p1477n.
- formal parts of enumerated, 678.
- construction of, 814, 817-820.
- words and terms, 815.
- where ordinances void in part, 816.
- construction of words in ordinances under English law, p1743n.
- imposing conditions on repeal of, 825.
- injunction to restrain enforcement of, 805.

PENALTIES (see also "Fines;" "Actions to Enforce Police Regulations")—

- Chapter on, 710-723, vol. 2.
- power to enforce ordinances by, 710.
- charter method exclusive, 711.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

PENALTIES—Continued.

forfeitures, 712-714, and see "Forfeitures."
imprisonment, 715.
payment of costs, 716.
must be certain, 717-719.
must be reasonable, 720.
amount, 721-723.
particular part of ordinance, 678.
void parts do not invalidate legal parts, 710.
correspondence of ordinance and statute as to, 720.
for refusal to accept office, 473.
for obstructing streets, 1372, 926, p1998n.
for violation of ordinances, 1088.
for nonpayment of taxes, 2409.
collection of by civil action, p1557n.
proof of ordinance in actions to recover, 871.
for same act, imposed by state and municipal corporation, 873-887.
whether there can be two punishments, 888.
statutory, petition to recover, p1166n.
action to recover against public service companies, 1776.
in contract, for delays, 1931.

PENSIONS—

for municipal officers and employees, 511.
granting of, how far discretionary, 512.
sick benefits, p1098n.
for firemen, 2422.
for policemen, 2422.
requiring municipality to provide, pp4979, 3904n.
exemption from special assessments, 2063.
as precluding right to sue for tort, p5390n.

PEOPLE—

meaning of the term "the people," 62.

PEREMPTORY WRIT—

mandamus, 2573.

PERFORMANCE—

of municipal contracts, 1269.
of public improvement contracts, 1925-1941.

PERISHABLE FOOD STUFF—

regulating sale of, p2134n.

PERMIT, see "Licenses and Permits."**PERSON—**

defined, 2618, pp5161, 5225n.
municipal corporation sometimes included in term, 108, p265n.

PERSONAL ASSOCIATION—

ordinance regulating, unconstitutional, 749.

PERSONAL DISLIKE—

not cause for removal of officer, 565.

PERSONAL INJURIES, see "Negligence;" "Torts;" "Unsafe Streets."**PERSONAL LIABILITY, see "Officers."****PERSONAL LIBERTY—**

ordinances interfering with, in general, 941, 740, 741, 746.
deprivation of, unauthorized without due process of law, 893.
forbidding drunkenness in public places, 750.
invasions of, in regulating smoking of cigarettes, 921.
prohibiting drinking liquor as infringement of, 961.
regulating personal association, employment, etc., 749.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

PERSONAL LIBERTY—Continued.

- discriminating as to sex in employments, 749.
- tenement house regulations as infringement of, 980.
- use of private property, 742.
- use of public property; public streets, 743.

PERSONAL PROPERTY—

- power to tax, 2388.
- place where taxable, 2390.

PERSONAL RIGHTS (see also "Personal Liberty")—

- protection of, as municipal function, 322.

PEST HOUSE—

- as nuisance, 2669, p1935n, and (see "Hospitals;" "Health")—
- acquiring lands for, beyond corporate limits, 897.
- municipal power to maintain, 905.
- removal of infected persons to, p1935n.
- cost of building as public charge, p1934n.
- implied power to condemn for, 1460.

PESTILENTIAL DISEASES, see "Health;" "Hospital."

PETITION—

- for incorporation of municipal corporations, 141-143.
- for incorporation as exemption from taxes, p5011n.
- in proceedings to annex or detach territory, 284, 285.
- for public improvements, 1856-1858.
- as estoppel, 2121.
- for confirmation of special assessment, 2099.
- for election, 2196.
- to issue bonds, necessity, 2300.

PETROLEUM (see also "Explosives")—

- keeping as offense, p2392n.

PETTY OFFENSES—

- trial of in municipal courts, see "Actions to Enforce Police Ordinances."

PHARMACISTS, see "Druggists."

PHYSICIANS—

- regulations respecting the practice of medicine, 899.
- report, under penalty, existence of disease, etc., 905.
- prohibiting advertisements as to venereal diseases, 962.
- license tax, 1028.
- power of city to employ, 1167.
- power to contract with to treat paupers, 2452.
- municipal liability for torts of, p5497n.
- malpractice, p5105n.

PICKETING—

- for purpose of intimidating, etc., 941.

PIERS, see "Wharves."

PILLARS—

- extending into street, 1349, pp2908, 1982n.

PIOUS USES—

- trusts for, municipality as trustee, 1128-1159.

PIPES (see also "Conduits")—

- right to lay in street, 1344.
- grant to use streets for see "Franchises."
- in street, laying before street paved, 1845.
- of municipal waterworks, special assessments to pay for, 2040.
- of particular companies, see "Gas;" "Waterworks."
- pipes for sewers and drains, see "Sewers and Drains."

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

PITS, see "Excavations."

PLACARD—

forbidding or regulating carrying of, for advertising purposes, 930.

PLACE—

of holding elections, 914, pp915-917n.

different license fees in different parts of city, 1001.

PLACE OF TRIAL, see "Venue."

PLAINTIFF, see "Parties."

PLANK ROADS, see "Toll Roads and Turnpikes."

PLANKS—

laid on sidewalk as actionable obstruction, 2787.

unsafe, in sidewalk, city as liable, 2785, p5687n.

loose, in street, injury from, p5677n.

at crosswalks, city as liable for injury from, 2791, p5700n.

PLANS—

what are, 1872.

defects in as municipal tort, 2633, 2766, p5595n.

defense that work was done by independent contractor, 2663, p5493.

for market houses, municipal liability, 2676.

for sewers, municipal liability where defective, 2693.

inadequate sewers, 2694.

defect of, for sidewalk, city as liable for slipping on ice on, 2789, p5696n.

for public improvements, 1835.

discretion as to, 1837.

reference to in improvement ordinance, 1887, p4076n.

furnished to bidders for contract, 1207, 1212.

defects in as proximate cause, 2851.

PLAT—

definition, 1556.

effect of, 1556.

as statutory dedication, 1540.

effect of blanks on, 1556.

approval of as acceptance of dedication, p3279n.

in proceeding to annex or detach territory, 285.

vacation of, 1560.

PLATFORMS—

in street, 2922, p1995n.

in alley, for goods, as nuisance, p1996n.

unsafe, in street, city as liable, 2752.

unsafe, over gutter, liability, p5622n.

as proximate cause of injury, p5763n.

PLATTED—

relating to annexation of territory, 272, 273, p643n.

PLATTED LANDS—

distinguished from unplatted, special assessments, 2049, 2057.

PLAYGROUNDS—

purchase of land for, p2473n.

power to condemn for, 1489.

permits to use as gifts, p4611n.

using street for, by children, as barring recovery for defects in, 2757.

PLAZA—

use of, p2538n.

sale of, p3336n.

revoking dedication of, p3269n.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

PLEADING (see also "Complaint or Information to Enforce Police Regulations")—

- in actions by or against municipalities in general, 2495.
- corporate existence, etc., 154-157.
- municipal charters need not be pleaded specially, 342.
- of ordinances when action founded thereon, 847, 848.
- judicial notice, 849.
- pleading substance of, 850.
- pleading by title and date of passing, 851.
- sufficiency of allegation that ordinance was duly passed, 848.
- of ordinance in action based on negligence, 852-856.
- in action on special tax bill, 857.
- plea in proceedings to enforce ordinance, 1058, 1056.
- plea of guilty as waiver of right to question validity of ordinance, p1709n.
- in action by teacher to recover salary, 2444.
- in taxpayer's suits, 2602.
- in quo warranto, 2535, 2536.
- a dedication, p3193n.
- petition to recover statutory penalty for neglect to publish financial statement, p1166n.
- signature by officer of municipality, p5177n.

PLEASURE GROUNDS, see "Parks;" "Playgrounds;" "Commons;" "Plaza;" "Public Squares."

PLEDGE—

- power to pledge municipal property, 1144.
- power to pledge municipal funds, p4604n.
- as debt beyond debt limit, 2223.
- of candidate for public office, p990n.

PLUMBING—

- power to require taking out of license, 988.
- license fee as a tax, p2203n.
- license tax on, 1015.
- municipal power to engage in business of, 1811.
- negligence of plumbers in street, city as liable, p5635n.

PLURALITY, see "Majority;" "Elections."

PNEUMATIC TUBES—

- franchise for, p3397n.

POISON—

- forbidding use of, 899.

POLES (see also "Flagstaff")—

- in street, 1362.
- as nuisance, p. 1996n.
- grant to use streets for, see "Franchises."
- telegraph, removal of as obstructions, p2002n, and see "Telegraph and Telephones."
- police regulations as to, 1680, 928, 924, p2014n.
- for electric wires, in streets, injunction, p2940n.
- license fees on, 1019.
- as reasonable, 1685.
- for trolley wire as additional servitude, 1702.
- of particular companies, see "Electric Lights;" "Telegraph and Telephones;" "Street Railroads."
- injury from in street, city as liable, 2781.
- in sidewalk, injury from, 2787.
- injury from falling of as actionable, 2775.
- injury from contact with trolley pole, 2781.
- breaking of by unusual wind, p5764n.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

POLICE—

- police force in general, 436, 2414, pp976, 977n.
- police commissioners, 2415, 555, p1215n.
- chief of police, 2416.
- mayor as member of police board, 433.
- policemen and officers of, pp974-977n.
- power to appoint, 459, pp1013, 1014n.
- power of board to enact ordinances, 671.
- statute requiring metropolitan police board, p4979n.
- duty to employ competent police, 2665.
- power to expend money for, 2167.
- municipal charters may provide for control of, 324.
- policemen as "public officers," 2417, 181, 180, p943n.
- legislative control of department, 2418, 181, 180.
- who may appoint policemen, 2419.
- removal or suspension, 2420.
- salaries and compensation, 2421.
- pensions, 2422, 2169.
- reimbursement for expenses incurred, 2423.
- power to tax cannot be delegated to, 2383.
- soliciting funds by, for political practices, p990n.
- power to grant permits for parades, 1000.
- personal liability of policemen for their acts, 2424, p1170n.
- criminal responsibility, 2425, p1202n.
- powers, rights and duties of, 2426.
- entering premises without warrant, 2427.
- powers of police officers to arrest, 2428, 1038.
- injunction against police officers, 2429.
- liability for torts of policemen, 2431, 2666.
- bridge police, liability for torts of, 2627.
- right of policemen to sue where injured by unsafe street, 2756.
- notice to of defect in street as sufficient, 2810.
- notice to chief of police of defect in street, 2810.
- sufficiency of report of as basis of prosecutions, 1053.
- mandamus to enforce law, 804.
- employment of surgeon for, p1086n.

POLICE COURTS, see "Municipal Courts."

POLICE DISTRICT—

- as municipal sub-division, 296.

POLICE JURISDICTION—

- beyond corporate limits, 897.

POLICE JURY—

- power to enact ordinances, p1458n.

POLICE ORDINANCES—

- defined, 639.
- may combine contract regulations, 642.
- sufficiency of title of, 682, 683, 684.
- how validity of may be questioned, 796.
- general requisites of, enumerated, 898.
- nature of largely discretionary, 899.
- public welfare as basis of construction, 889, p1886n.

POLICE POWER—

- Chapter on, 889-985, vol. 3.
- grant of license as exercise of, see "Licenses."
- license tax, see "License Tax."
- enforcement of regulations by action, 1029-1101, vol. 3, and "Actions to Enforce Police Regulations."
- defined, 889, pp1882-1886n.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

POLICE POWER—Continued.

- general nature and scope of, 889, pp1883-1886n.
- enumeration of subjects of, 890.
- basis of, 891.
- extends to destruction of property, 892.
- distinguished from eminent domain, 1454.
- police regulations as a "taking," 1470.
- late decisions extends scope of, 889, 30, p1886n.
- may cover new subjects of regulation, 890.
- discretion of public authorities concerning, 890.
- characterized as "law of overruling necessity," p1911n.
- implied powers relating to, 362.
- cannot be surrendered or delegated, 382, 386.
- contracts bargaining away power to exercise, 1169.
- use of, for private advantage, 97.
- limitation of, province of legislature and judiciary, 893.
- exercise of by municipal corporations, 894.
- under general welfare clause, 895.
- effect of decision of municipal authorities, 896.
- exercise of, within or without corporate limits, 897.
- general requisites of ordinance exercising, 898.
- how exercise of may be questioned, 796.
- exercise of as interference with commerce, 788-790.
- quarantine law, 791, 792.
- harbor regulations, 793.
- as impairing contract created by street franchise, 1672.
- over grantee of street franchise, 1677-1686, and see "Franchises."
- blasting, 952.
- explosives, 952.
- lumber yards, 951.
- offenses affecting public peace and order, 971, pp2161n.
- disturbing the peace, 972, pp2162, 2163n.
- forbidding carrying of concealed weapons, 973.
- forbidding cruelty to animals, 974.
- forbidding vagrancy under penalty, 975.
- requiring ladies to remove hats at theaters, etc., 976.
- illustrations of regulations of various occupations, 977, pp2167-2169n.
- regulations of pawnbrokers, 978.
- protecting private property; trespassing, 979.
- establishment of eight hour laws, 981.
- limiting day's work and regulating payment of laborers, 981, pp2177-2182n.
- caring for indigent and infirm, 982.
- regulating the wearing of hat pins with points exposed, 984.
- imposing duties on drivers of vehicles when injury results to persons and property, 985.
- power to regulate nuisance in general, 900-904, and see "Nuisances."
- power to abate, 904.
- not include power to levy taxes, 2363.
- maintenance of sewers as, 1428.
- special assessment as exercise of, 2017.
- punishment of breach of ordinances as exercise of, 1029.
- maintenance of hospital as exercise of, 2669.
- municipal liability for negligence of officers in exercise of, 2630.
- Regulations as to use of streets.**
- as within police power, 924.
- obstructions in, as nuisances, 925, pp1991-1996n.
- power to remove obstructions and nuisances, 926.
- illustrations of exercise of power, pp1997-2004n.
- regulations and prevention of awnings, signs, etc., 927.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

POLICE POWER—Continued.

- illustrations of exercise of power, pp2005-2011n.
- regulation of posts, poles, electric wires, underground conduits, gas pipes, etc., 928.
- illustrations of exercise of power, pp2011-2014n.
- regulating bill boards and structures for advertising, 929, pp2015-2023n.
- distribution of hand bills, circulars, advertising matter, etc., 930, pp2023-2025n.
- advertising on vehicles or on persons using, 931, pp2026-2030n.
- regulating riding and driving on, 932, pp2031-2033n.
- regulating width of tires of vehicles, 933.
- limiting weights of loads of vehicles passing over, 934.
- regulating running of automobiles on, 935.
- illustrations of exercise of power, pp2036, 2037n.
- excluding automobiles from certain streets, 936, p2038n.
- regulation of use of bicycles and velocipedes on, 937.
- use of sidewalks by bicycles and other vehicles, 938.
- regulating hitching and attending horses and teams in, 939.
- leaving animals unfastened in, p2043n.
- regulating street parades, 940, pp2044-2046n.
- loitering on; picketing, 940.
- regulating hotel drummers, 942.
- restraining animals from running at large on, 943, 944, pp2050-2052n.
- regulating driving of animals on, 943.
- preventing or regulating dogs on, 945.
- regulating operation of locomotives, trains and cars on, 953-955, pp2087 to 2105n.
- regulation of grantees of street franchises, see "Franchises."

Health and Sanitary Regulations.

- power to make and enforce, etc., 899.
- contagious and infectious diseases; quarantine, 905.
- requiring report of contagious diseases, 905.
- burial of the dead; cemeteries, crematories, 906.
- slaughtering of animals, slaughter houses, 908.
- dairies and cow stables, 909.
- livery stables, 910.
- hogs and hog pens, 912.
- dead animals, garbage, offal, etc., 913.
- exclusive right to remove, 914.
- house dirt, rubbish, privy vaults, etc., 915.
- drains, ponds, stagnant water, pollution of water supply, etc., 916.
- wells, 917.
- emission of dense smoke, 918.
- growth of weeds on private property, 919.
- cultivation of rice in municipal area, 920.
- regulating sale and smoking of cigarettes, 921.
- regulating sale of cocaine, 922.
- regulating sale of non-intoxicating and soft drinks, 923.
- regulation of tenement houses, 980.
- forbidding spitting, 983.

PUBLIC MORALS AND DECENCY—

- regulating moving picture and variety shows, 958.
- gambling, gaming houses, lotteries, bowling alleys, billiards halls, etc., 959.
- regulating sale of intoxicating liquor, 960.
- various illustrations of regulations, pp2120-2124n.
- forbidding public drunkenness, 961.
- forbidding obscene advertisements, 962.
- observance of the Sabbath, 963.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

PUBLIC MORALS AND DECENCY—Continued.

- regulating hours of business, 964.
- lewd and indecent conduct may be forbidden, 956.
- regulations of prostitution, bawdy houses, etc., 956.
- regulating standing of stallions and bulls, 957.

Buildings, regulation of.

- fire limits, wooden buildings, 948, 949.
- permits to erect, 949.
- height of, 949.
- theatres, 950, 976.
- tenement houses, 980.
- skating rinks, 947.

Regulation of markets and sales.

- establishment and regulation of, 965, pp2131-2139n.
- forbidding private and confining sale and purchase to public, 966.
- regulation of hucksters, hawkers, etc., 967.
- protecting fruit and food on sale from flies and dust, 968.
- regulating sale of milk, inspection and adulteration, 969, pp2149-2155n.
- weights and measures may be required and regulated, 970.

POLICE STATIONS (see also "Police;" "Jail")—

- municipal liability for negligence, 2642, 2481.

POLICY—

- regulating game of, p2118n.
- judicial notice as to, p1742n.

POLITICS—

- partisan, as reason for legislative interference with municipal affairs, 243, p550n.
- in municipal elections, 99.
- separation of national and state and local issues, 100.
- in England in municipal elections, p238n.
- soliciting funds for, as ground for removal from office, 556.
- removal of officers on account of, forbidden, 556, 557, p1227n.
- in appointments declared penal, 341.

POLL TAX—

- power to levy, 2364, 727, p2803n.
- limits on amount, 2384.
- one working out is servant, p5472n.

POLLS, see "Elections."

POLLUTION—

- forbidding, in exercise of police power, 916.
- of stream by discharging sewage into, 2706, 1441, 1445, 1446.
- injury to health as actionable, 2698.

PONDS—

- as nuisances, p1928, 2392n.
- draining or filling up to abate nuisance, p1963n.
- forbidding pollution of waters of, 916.
- discharging of sewage into, 2706.
- in park, falling into, p5512n.
- near street, city as liable for drowning, 2774.

POOL ROOMS—

- shutting off telegraph service to, 1690.

POOL TABLES, see "Billiards and Pool."

POOL OF WATER—

- in or near street, duty to erect guards, p5708n.

POOR (see also "Charities and Charitable Institutions")—

- duty and power of municipality to support, 2450-2463.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

POOR—Continued.

- providing for, as municipal function, 322.
- assisting under the general welfare clause, 895.
- legislature may impose obligation to support, 235.
- obligation of New England towns to support, 388, p855n.
- trusts for benefit of, valid, 1130.
- power of city to purchase land for asylum, 1105, p2458.
- in England, 44, pp89, 91n.
- municipal liability for torts of poor house officers, 2668.

POPULATION (see also "Census")—

- as basis of classification, 204.
- of municipal corporations, judicial notice of, p356n.
- presumption as to, p357n.
- of various cities, 325, 336-339, 73-75.
- of ten largest cities in world, p193.
- of leading cities of United States, tables, pp195-202.

PORCH (see also "Steps")—

- revoking permit for, 1319.

PORTERS—

- state and municipal regulations of, at stations, 887.

PORTS—

- not towns or cities, pp4587, 4696n.

POSSESSION—

- person in, as defendant in suit to collect special assessment, 2146.

POST—

- across street, injury from, city as liable, 2780.
- for lamps in street, 928, p1994n.

POSTAGE—

- purchase of, bids unnecessary, 1187.

POSTING (see also "Publication;" "Notice")—

- publication of ordinance by, proof of, 865.
- notices of requests for bids, 1214, 1215.
- notice of warning of New England town meeting, 578.

POSTPONEMENT—

- of special assessment proceedings, 4440n.

POST OFFICE, see "Mail."

POST ROADS—

- what are, p3384n.

POUNDS—

- municipal liability for torts of pound officers, 2667.
- power to impound, see "Animals."

POWDER MAGAZINE (see also "Explosives")—

- regulation of, 952, p2084n.
- license for, p2225n.

POWERS OF MUNICIPAL CORPORATIONS—

- chapters on, 350-410, vol. 2.
- the usual powers stated, 351.
- general rule as to, stated and explained, 352.
- rules of construction of, 353.
- reasonable construction, 354.
- effect of specific enumeration of, illustrated in enactment of ordinances, 355.
- construction of power "to regulate," 356, pp1941, 1945, 3400n.
- limited by grant, p787n.
- judicial statements of, pp733-735n.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

POWERS OF MUNICIPAL CORPORATIONS—Continued.

- cannot be conferred by special laws, 190.
- to subscribe to stock of private corporations, 393.
- legislative grant for public purposes only, 393, p872, 873n.
- constitutional prohibition, 394.
- grant of power; restrictions and construction, 395.
- to offer rewards, 391.
- as to party walls, 392, and see "Party Walls."
- as to wharves, see "Wharves."
- as to ferries, see "Ferries."
- to do other particular things, see "Contracts;" "Corporate Property;" "Leases;" "Sales;" "Streets;" "Franchises;" "Eminent Domain;" "Dedication;" "Municipal Ownership;" "Municipal Trading;" "Financial Powers;" "Indebtedness;" "Expenditures;" "Debt Limits;" "Warrants;" "Municipal Bonds;" "Municipal Taxes."
- Implied or incidental powers.
 - general rules as to, 357.
 - confined to municipal affairs, 358.
 - municipal corporation cannot engage in private business, 359, and see "Municipal Trading."
 - to enact ordinances, 360.
 - respecting offices and officers, 361.
 - relating to police and sanitary regulations, 362, and see "Police Power."
 - appropriations as donation forbidden, 368, and see "Donations."
 - appropriations for celebrations, entertainments, etc., void, 368.
 - bounties to soldiers, 365.
 - expenditures to obtain or oppose legislation, 366.
 - miscellaneous illustrations, 367, 368.
 - to compromise disputed claims, p368n.
 - to submit to arbitration, 308, p813.
 - by virtue of usage or custom, 369, 370.
 - under general welfare clause, see "General Welfare Clause."
- Execution of.
 - method of exercise of, 371, 372.
 - when ordinance necessary, 373.
 - legislative or executive powers, 374.
 - self-enforcing charter provisions, 375.
 - judicial control of exercise; discretionary powers, 376, 377.
 - limitation of rule of non-judicial interference, 378, 379.
 - mandatory and discretionary powers distinguished, 380, 381, pp837-841n.
 - public powers cannot be surrendered or delegated, 382, and see "Delegation of Powers."
 - duties imposed upon particular offices or officers cannot be delegated, 383.
 - legislative authority cannot be delegated, 384-386.
 - ministerial duties may be delegated, 387.
- Powers of New England towns.
 - general rules as to, 388.
 - illustrations of various powers, 389.
 - obligations to support poor, pp855, 856n.
 - duty to provide schools, p856n.
 - provisions for public worship, p856n.
 - support of children and insane persons, p857n.
 - "other necessary charges," 389, pp857, 858n.

POWER HOUSE—

- acquiring lands for beyond corporate limits, 897.

PRACTICE, see "Remedies;" "Process;" "Pleading;" "Parties;" "Trials;" "Judgment;" "Execution."

PREACHING—

on street, requiring license for, p1592n.

PREAMBLE—

formal part of ordinance, 678.

of ordinance, rarely used, 686.

forbidding smoking in street cars, p1491n.

in construction of law or ordinance, 812.

PRECINCTS—

as municipal subdivision, 296.

PREJUDICE—

as disqualification to set, in proceeding to remove officer, 565.

PREPOSITIONS—

inaccurate use of, in ordinances or law, 815.

PRESCRIPTION—

doctrine of, in creation of municipal corporations, 150.

in England, 104, 120.

corporation may acquire name by, 248.

respecting existence and exercise of municipal powers, 369.

establishment of streets by, 1295-1304.

distinguished from adverse possession, 1206.

distinguished from dedication, 1297, 1538.

not authorize obstruction in street, 1335.

right to maintain a ferry by, 406.

right to pollute stream as acquired by, 1441, 2706.

right of public service company to use street, as acquired by, 1687.

PRESENTATION—

of claims against municipalities, 2465-2470.

of warrants as fixing priorities, 2254.

PRESIDENT—

chief officers of village, 433.

PRESIDING OFFICER (see also "Council")—

vote necessary to elect, 598.

mayor as, see "Mayer."

PRESUMPTIONS—

arising from, acquiescence as to location of municipal boundaries, 260.

as to continuance of ordinance in force, 860.

as to steps in enactment of ordinance, 862.

as to publication of ordinances, 864.

as to affixing of corporate seal, 258.

as to intention to dedicate, 1569.

as to population, p357n.

as to power to condemn, p3078n.

as to publication of proposal for bids, 1216.

as to reasonableness of ordinance, 781, 860.

as to reconsideration by legislative body, 612.

as to reasonableness of rates, 1745.

as to regular or special meeting, p1322n.

as to safety of street, right of traveler to indulge in, 2824.

as to sufficiency of municipal records, 619.

as to validity of change of corporate boundaries, 289, p651n.

as to validity of contracts, 1251.

of acceptance of dedication, 1578.

of authority of municipal officers to bring suit, 2497.

in favor of elections, 2202.

in favor of existence of corporation, p853n.

in favor of municipal bonds, 2348.

in favor of municipal conveyances, 1150.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

PRESUMPTIONS—Continued.

- in favor of public improvements, 2003.
- in favor of validity of ordinance, 794, 860, 810, p1923n.
- in proceedings to annex or detach territory, p651n.
- of regularity of passage of ordinances, 853.
- of existence of ordinance, 859.
- of validity of special assessment, 2117.
- that officer is acting within scope of his duty, 2656.
- that land was purchased for proper purpose, 2471.

PRICE—

- rates of public service companies, 1725-1762.

PRINCIPAL AND AGENT see "Agents"

PRINCIPAL AND SURETY see "Sureties."

PRINTING—

- power to contract for, 1167.
- competitive bids, necessity for, p2636n.
- implied promise to pay for, 1262.
- contract for beyond term of municipal officer, 1254.
- contract for as assignable, 1273.
- license fee, printing office, 1028.
- necessity for printing ordinances, p1340n.

PRIORITIES—

- claims against municipalities, 2478.
- in payment of warrants, 2254.
- of liens for special assessments, 2110.
- between tax liens, 2403.

PRISONS AND PRISONERS (see also "Jails;" "Police;" "Police Stations;" "Imprisonment")—

- implied power to condemn for, 1460.
- contract for board of, p2578n.
- right to sue municipality for negligence, 2642.

PRIVATE AFFAIRS—

- ordinances cannot relate to, as distinguished from corporate or public, 672.

PRIVATE BUSINESS see "Municipal Trading."

PRIVATE CORPORATIONS—

- public and private distinguished and illustrated, pp252, 253n.
- corporate franchise distinguished, 1615.
- street franchise beyond life of, 1654.
- grant to use streets before incorporation, 3408.
- capitalization as test of value, 1761.
- holding company to evade debt limits, 2234.
- liability of managing officer for misconduct of employee, 1076.
- license tax on foreign, 785.
- may be dissolved, p686n.
- officers of municipality as members of, power to contract with city, 513. 1252.
- officers who may sign petitions, p3999n.
- power of municipality to license, 989.
- officers who may sign remonstrances, p4005n.
- power to dedicate, 1548.
- right to bring taxpayer's suit, 2585.
- omission to record vote of, p1359n.
- subscription to stock of, by municipality, 393.
 - constitutional prohibition, 394.
 - grant of power, restriction and construction, 395.

PRIVATE CORPORATIONS—Continued.

proceedings to dissolve; intervention by taxpayers, p5834n.
where stocks and bonds taxable, p5000n.

PRIVATE DWELLINGS—

excluding from operation of law forbidding emission of dense smoke,
918.

PRIVATE ENTERPRISES—

power of city to aid, see "Donations;" "Public Purposes."

PRIVATE HOSPITALS—

permission to erect, although general ordinances forbid, 739.

PRIVATE INTERESTS (see also "Public Purposes")—

subservient to general interests, 891.

PRIVATE MUNICIPAL CAPACITY—

origin of term as applied to municipal corporations, 119, p290n.

PRIVATE NUISANCE see "Nuisances."

PRIVATE PROPERTY—

franchise as, 1614.

licenses as, 712.

ownership of as qualification for office, 447.

protecting rights of, as municipal function, 322.

observance of rights of, in removing obstructions and nuisances, 926.

rights of, not affected on change of corporate boundaries, 293.

ordinances operate upon all, within corporate limits, 655, 660.

rule as applied to licenses, 656.

municipal corporation may regulate keeping and use of, 741, 742, p927n.

regulating occupation of, by women of lewd character, 744.

police power extends to protection and beneficial use of, 889, and see
"Police Power."

taking of, without due process of law, 740, 893, and see "Eminent Do-
main."

what is, 744.

depriving use of, 742.

confiscation and summary destruction of, 744, 892, 890, pp1890-1893n.

under guise of police power, unauthorized, 893.

in abatement of nuisance, pp1930, 1931, 1891n.

when a nuisance, 812, pp1890-1893n, and see "Nuisances."

direct injury to from defective plans, 2633, p5429n.

PRIVATE PURPOSES, see "Public Purposes."

PRIVATE ROADS—

not streets, 1230.

power to condemn for, 1491.

liability where unsafe, 2736, p5595n.

duty to provide barriers where private road runs into street, 2801.

PRIVATE STATUTES—

pleading at common law, 850.

PRIVILEGES—

what are, 1614.

conferring, to be by ordinance, 634.

grant of right to use streets, see "Licenses;" "Franchises."

to use streets, revocation of not judicial act, 803.

power to tax, 2383, p4943n.

PRIVY VAULTS—

as nuisances, 915, pp1923, 1960, 1961n.

regulating removal of contents of, 915.

PRIZE FIGHTS—

enjoining interference with, 2429.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

PROCEDURE (see also "Practice;" "Remedies;" "Trial")—
council may adopt rules of, 368, and see "Council."
in actions against municipalities, 2487.

PROCESS—
execution of governmental function, 322.
service of, 2496.
liability for failure to execute or return, p1166n.

PROCESSIONS, see "Parades."

PRODUCE DEALER—
license tax on, 1013.

PROFANITY—
prohibiting, 896, 971, 972, pp2162, 1592, 1594n.
complaint, 1052, p2348.
right to jury trial, 1060.

PROFESSIONS, see "Licenses;" "License Tax;" "Police Power;" "Attorneys;" "Physicians."

PROFIT—
rates of municipal plant as producing, p3865n.
municipal liability for tort where business conducted for, 2673.
loss of, from street improvements, 1998.

PROHIBITION (see also "Intoxicating Liquors;" "Penalties")—
power to prohibit as power to punish, 710.

PROHIBITION, WRIT OF—
as remedy, 2516.
to determine title to public office, 582.
to question validity of ordinance, 799.
to prevent proceeding for violating ordinance, 1100.

PROJECTIONS—
over streets, etc., power of regulation and removal, 927, pp2005-2011n,
and see "Cornices;" "Bay Windows;" "Awnings," etc.

PROMISES—
of candidates for public office, p990n.

PROMISSORY NOTES—
power of municipality to execute, 2161, p580n.
instrument as note or bond, p4581n.
warrants as, 2241.
power of town to purchase, 389.
taking by municipality in settlement, 2481, p2456n.

PROMOTIONS—
in office and public places, 507.

PRONOUN—
in construction of ordinance and laws, p1741n.

PROOF, see "Evidence."

PROPERTY—
of municipality, see "Corporate Property."
of private person, see "Private Property."
what is, 1456, 3074n.

PROPOSALS FOR BIDS, see "Bids."

PROPOSITIONS—
how submitted to people for vote, etc., see "Elections."

PROSECUTIONS—
for violations of ordinances, see "Actions to Enforce Police Ordinances."

PROSTITUTION (see also "Bawdy Houses")—
forbidding and regulating, 956, 746, p2107n.
forbidding associating with, 749.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

PROSTITUTION—Continued.

- conversing with, forbidding, p2108n.
- forbidding visiting private houses, 956.
- forbidding renting property to, 746.
- confining to certain districts, 956, 744.
- power of municipality to license, 986.

PROTESTS—

- against proposed public improvements, 1860.

PROVISIONAL GOVERNMENTS—

- for cities and towns, p296n.

PROXIES—

- signature of bonds by, p4887n.

PROXIMATE CAUSE—

- defect in street must be proximate cause, 2843.
- obstruction as proximate cause where obstructive character not cause, 2844.
- concurring and intervening causes; defect in street need not be sole cause, 2845.
- Massachusetts rule, 2846.
- proximate cause not always immediate cause, 2847.
- act of injured person as concurring cause, 2848.
- where concurring cause act of third person, 2849.
- where exact cause in doubt, 2850.
- application of rule where concurring cause is slippery condition, snow, ice, etc., 2851.
- intervening causes, 2852.
- injury as result of negligence as test, 2853.
- runaway horse as proximate cause, 2854.
- fireman injured by defect in street, p5070n.
- breaking of sewer, p5541n.
- of injury from slipping on sidewalk, 2789.
- contributory negligence as, 2820.

PRUSSIAN CITIES—

- modern government of, 73.

PUBLICATION—

- of advertisement for bids, 1213-1216.
- of application for street franchise, 1638.
- of notice of proposed local improvements, 1854.
- of notice of special assessments, 2076.
- of notice of proceedings to confirm assessment, 2098.
- of ordinances and notice of pendency, 697 *et seq.*
- of appropriation ordinances, p4642n.
- of ordinance or notice calling bond election, 2196, 2197.
- of ordinance for issuance of bonds, 2299.
- of improvement ordinances, 1877.
- of tax ordinance, p5022n.
- time and frequency of, 698.
- of amendment on passage, 700, 701.
- errors in, 865.
- proof of, when required, 864.
- mode of making, 865.
- time for, notice of improvements, pp3982-3985n.
- estoppel of municipal corporation from questioning publication, 797.

PUBLIC ADMINISTRATOR—

- of city, may employ attorney, p1090n.

PUBLIC AFFAIRS—

- department of, under DesMoines plan of city government, 341.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

PUBLIC ADDRESSES—

forbidding in parks, 1157.

PUBLIC ASSEMBLIES—

on streets, forbidding and regulating, p2047n.

PUBLIC BOARDS, see "Boards."**PUBLIC BUILDINGS, see "Buildings."****PUBLIC COMFORT—**

police power extends to matters affecting, 889, and see "Police Power."

PUBLIC COMMON, see "Commons;" "Public Squares;" "Plaza;" "Parks;" "Playgrounds."**PUBLIC CONVEYANCES—**

regulation of, under police power, 890, 889.

PUBLIC CORPORATION (see also "Municipal Corporation;" "Counties;" "Towns;" "Villages;" "Boroughs")—

described, 106.

private corporations described, 106.

what ones may pass ordinances, 670.

PUBLIC DEFENSE—

securing arms for, under general welfare clause, 895.

PUBLIC DISPLAYS, see "Parades;" "Exhibitions;" "Fairs."**PUBLIC DUTY—**

mandamus to compel enforcement of, 804.

PUBLIC EDUCATION—

chapter on, 2433-2446, vol. 5, and see "Schools."

PUBLIC FUNDS, see "Funds."**PUBLIC HEALTH, see "Health;" "Police Power."****PUBLIC IMPROVEMENTS—**

Chapter on, 1816-2016, vol. 4.

contracts for, see "Contracts."

what are, 1816.

municipal bridge over navigable waters constitute, 410.

power of legislature to require city to pay for, p3899n.

legislative control over, 1820, 174.

provisions for, in Greater New York, 338.

system of, under St. Louis charter, 325, 329-332.

department of, under Des Moines plan of city government, 341.

power to provide as a trust, 1817.

power of courts over, 1817.

power to make, 1818, 1827.

officers who may contract for, 1821.

delegation of powers by council, 1822, 383.

what law governs, 1823.

outside corporate limits, 1824.

by property owners, 1825.

as compulsory, 1826.

surrender of right to make, 1826.

sidewalks, 1829

power to make as continuing power, 1830.

changing width and course of streets, 1831.

paving, repaving and repairing, 1832.

boulevards, 1833.

discretion as to making, 1834-1841, 377, p828n.

mandamus to compel, 2563, 1836, 804.

discretion as to plans for, 1837.

discretion in selecting materials, 1838.

selection by property owners, 1839.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

PUBLIC IMPROVEMENTS—Continued.

discretion as to mode of making, 1840, 1841.
necessity for contract for, 1840.
time for, 1841.
before street opened, 1842.
establishment of grade as condition precedent, 1842.
power to change grade, 1844.
pipes, laying before paving, 1845.
as interfering with franchise rights, 1846.
discontinuance or abandonment of, 1847.
board of, to keep record, 617.
removal of soil from one street to another, 1309.
necessity for authority to make, as condition to special assessments, 2024, 2026.
municipal liability for failure to make, 2634.
construction or repair of, municipal liability for negligence, 2634, 2635.

Procedure.
preliminary proceedings, 1848.
appropriation, 1869.
notice of proposed improvement, 1849.
form and contents, 1850, 1851.
who entitled to, 1852.
time for and mode of giving 1853, 1854.
proof of, 1855.
petition for or consent, to as condition, 1856-1858.
who may sign, 1857.
withdrawal of signatures, 1858.
hearings as to, 1859.
remonstrances against, 1860.
withdrawal of, 1861.
election to vote on, 1862.
estimate of cost of, 1866.
preliminary ordinance or resolution, 1870.
providing for, to be by ordinance, when, 634.
by resolution, 636.
declaration of necessity for, 1871.
plans and specifications, 1872.
change of, 1873.
specification of material, 1874.
provision for paying for, 1867.
preliminary investigation and report, 1880.
recommendation of by board, 1881.

Ordinance or resolution providing for.
necessity for, 1875, 634.
sufficiency of, 1876.
publication of, 1877.
recital in of power to enact, 1878.
ordinances for, to originate with certain boards or officers, 386.
when definite vote required to pass ordinance for, 596.
ordinance for each improvement, 1879.
preliminary investigation, 1880.
recommendation of by board, 1881.
mode of enacting, 1882.
description of improvement in, 1883-1887.
sufficiency of title of ordinances, 682, 683.
variance between ordinance and petition or estimate, 1888.
certainty of, 1889.
presumption as to validity of, 1889.
validity of in part, 1889.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

PUBLIC IMPROVEMENTS—Continued.

- reasonableness of, 1890.
- provisions in as to payment for, 1891.
- imposing cost of repairs on abutters, 1892.
- validating void ordinances, 1893.
- curative statutes, 1894.
- amendment of, 1895, 824.
- repeal of, 1896, 828.
- construction of, 1897, 1898.
- parol evidence as to terms used in, 1899.
- validity of ordinance providing for, tested by certiorari, 807, 808.

Payment.

- mode of payment, 1863.
- agreement of citizens to pay for, 1864.
- ordinance for payment in installments, 1865.
- provision for means of, 1867.
- certificate of funds available, 1868.
- appropriation for, 1869.
- power to issue bonds for, 2280, 2269.
- estoppel of abutter to attack bonds for, 2309.
- payable in installments, when debt created, 2232.

Consequential damages, liability for.

- generally not liable, 1968.
- constitutional provisions, 1969.
- statutes and charter provisions, 1970.
- provisions for as retroactive, 1971.
- personal liability of public offices for damages resulting from, 537, p1173n.
- liability for resulting damages from surface water, 2708-2711.
- where improvement not authorized, 1972.
- estoppel to deny liability for, 1973.
- agreement fixing amount of, 1974.
- damages for change of grade, 1975-1979.
- grade legally established, 1977.
- nature and extent of change, 1978.
- damages in bringing street to first established grade, 1979.
- established grade, 1979.
- bridges, viaducts and tunnels, 1980.
- vacating streets, 1405, 1981.
- sewers and drains, 1982, 2002.
- interference with grantees of street franchises, 1675.
- who liable, 1983-1985.
- contractor, 1984.
- railroads, 1985.
- who may recover damages, 1986.
- estoppel to claim, 1987.
- waiver of, 1988.
- when accrue, 1989.
- as dependent on nature and location of property, 1990.
- measure of, 1991.
- proceedings to assess, 1992.
- review of, 1993.
- payment of, 1994.
- deduction of benefits, 1995.
- delay in claiming or suing for, 1996.
- remedies of property owner, 1997.
- items of, 1998-2001.
- interference with access, 1999.
- cost of restoration, 2000.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

PUBLIC IMPROVEMENTS—Continued.

injury to trees, 2001.

liability where interfering with surface water, 2708, 2002.

interfering with watercourses, liability for damages, 2702.

Remedies.

right to interfere with, 2003-2016, p1704n.

injunction, 2004-2009.

change of grade, 2006.

vacation of street, 2007, 1403, 1404.

collateral attack, 2010.

who may question proceedings, 2012, 2586.

defects waived, 2013.

estoppel to attack, 2014.

review by appeal, 2015.

review by certiorari, 2016.

PUBLIC LANDINGS, see "Wharves."

PUBLIC LANDS—

condemnation of, 1502.

power of holder to dedicate, 1555.

cannot be taken unless compensation, p3075n.

PUBLIC LAWS—

defined and distinguished, 198, 199.

courts take judicial notice of, 342.

PUBLIC MONEYS, see "Funds;" "Expenditures;" "Donations."

PUBLIC MORALS AND DECENCY, see "Police Power."

PUBLIC NECESSITY—

ordinances must relate to, as distinguished from private, 672, p1458n.

PUBLIC NUISANCE, see "Nuisance."

PUBLIC OFFICE, see "Officers."

PUBLIC ORDER—

police power extends to all matters affecting, 889, and see "Police Power."

PUBLIC PLACES—

power of control over cannot be delegated, 382.

operation of ordinances limited to, when, 663.

particular places, see "Streets;" "Parks;" etc.

PUBLIC POLICY—

ordinance must harmonize with, 649, and see "Bld;" "Contracts."

as to morality enacted in legislative acts, 724.

PUBLIC PRINTER—

as mere employee, p945n.

PUBLIC PROPERTY, see "Corporate Property."

PUBLIC AND MUNICIPAL PURPOSES—

what are "municipal purposes," 110.

cannot be conferred by special laws, 190.

what are, for which property may be acquired, 1115.

establishment and maintenance of park as, 389.

for which property may be condemned, 1478-1493.

when indebtedness or expenditure is for, 2165-2171.

when bonds are for, 2279, 2280.

when taxes are for, 2372.

charitable trusts, when for, 1129.

constructing and maintaining municipal bridges over navigable waters as, 410.

street railways as, 1779, p3810n.

payment of bounties to volunteers as, p808n.

PUBLIC AND MUNICIPAL PURPOSES—Continued.

use of batture for landing and wharf is, 401.

legislative grant limited to, §93, p872n.

what are, so as to exempt property from execution, 1160.

as determining whether title can be lost by adverse possession, 1158.

sale of land bought for, 1140.

sale of property devoted to, 1141.

contracting with individual to place boxes for wastepaper on streets as, §81.

powers of municipal court as confined to, 1080.

PUBLIC RIGHTS—

mandamus to compel enforcement of, §05.

PUBLIC SAFETY—

preservation of, a governmental function, §22.

boards of, and control of, 442.

police powers extends to all matters affecting, §89, and see "Police Power."

regulations to secure, distinguished from those relating to health, p1911n.

chief purpose for institution of municipal government, §99.

department of, under Des Moines plan of city government, §41.

PUBLIC SERVICE COMMISSION—

regulation of rates by, 1735.

control over franchises, 1610.

PUBLIC SCHOOLS, see "Schools."

PUBLIC SERVICE COMPANIES—

franchise to use streets, see "Franchisees."

rates of, see "Rates of Public Service Companies."

rules of, see "Rules of Public Service Companies."

police power over, see "Police Power;" "Franchisees."

particular companies, see "Gas;" "Electric Lights;" "Street Railroads;" "Telegraph and Telephones;" "Waterworks."

contracts with municipality, 1717-1724.

power to make, 1718.

validity of, 1719.

duration of, 1720, 1252.

construction and operation of, 1721.

may bind successors of municipal officers, 1254.

liability of municipality for supply or services furnished to it, 1722.

rescission or modification of, 1723, 1270.

review by courts, 1724.

duty to furnish supply or service, 1699.

grounds for refusing, 1690.

compelling payment of amount due at other premises or of independent claims, 1691.

payment of debt of another, 1692.

refusal to pay disputed bill, 1693.

duty of water company to furnish pure water, 1694.

fee for turning on supply after shutting it off, 1695.

consumer as liable for connections with mains, 1696.

discriminations, 1697.

liability to abutters, 1698.

liability for loss by fire where supply of water insufficient, 1699.

division of territory, p3493n.

remedies of public service company, 1770.

suits against competitors, attacking their franchises, 1771.

remedies of patrons, 1772.

mandamus, 1773.

PUBLIC SERVICE COMPANIES—Continued.

injunction, 1774.
actions for damages, 1775.
action to recover penalties, 1776.
remedies of abutters, 1777.
as subject to special assessments, p4382n.
liability for injuring trees, 1323.

PUBLIC SQUARES (see also "Commons;" "Parks")—

in ancient city of Rome, p61n.
what are, p3209n.
misuser of, pp3331n, 3332n.
diversion of use of, p2537n.
erection of school on, 1155.
power to condemn for, 1433.
condemning of, for school or railway, 1501.
power to dedicate for, 1543.
construction of plat as to, 1553.
as indicated by blank on plat, p3253n.
not subject to execution. 1160.

Q

QUALIFICATION—

of officers, see "Officers."
of voters, see "Elections."

QUALITY—

of water supplied, see "Torts."

QUANTUM MERUIT, see "Money Counts;" "Implied Contracts."

QUARANTINE—

defined, p1933n.
regulations may be established and enforced, 905.
knowledge of regulation, p1934n.
regulations as interference with commerce, 791, 792.
as municipal tort, 2669, p5498n.

QUARRY—

regulations of, p1942n.
blasting, liability of employer or employee, 820.
pollution of water by, p5565n.
outside city limits, 1108.
power to purchase, 1115, p2476n.
power of municipality to own and operate, 1812.
municipal liability for torts, 2679.
where no power to operate, 2637.
injuries to convicts in, 2642.
rocks thrown into street by blasting, city as liable, 2778.

QUASI-MUNICIPAL CORPORATIONS (see also "New England Towns;"

"Towns;" "Counties;" "Schools")—

municipal corporations distinguished from, 111, p263n.
school districts as, 2434.
board of education as, 2434.
liability for torts, 2605.
liability for unsafe highways, 3719.

QUESTIONS OF LAW AND FACT.

construction of ordinance, 810.
contributory negligence, 2841.
forgetfulness of defect in street, effect on ordinary care, 2827.
intoxication as bearing on contributory negligence, 2836.
necessity for guards in streets, 2795.
notice of defects in street, 2818.
nuisance, p1915n.
obstructions on sidewalk as negligence, 2787.
reasonable care, p5603n.
"reasonable cause," p1743n.
reasonableness of license fee, p1905n.
reasonableness of ordinance, 729.
safety of street, 2765.
sufficiency of guards, barriers, lights, etc., in street, 2804.
time to remedy defect in street after notice of, 2729.
whether ordinances in force, 866.
whether sufficient width of street kept safe, 2742.
in proceedings to enforce ordinances, 1068.

QUEUE ORDINANCE—

of San Francisco, discriminating against Chinese, 748.

QUIETING TITLE, see "Cloud on Title."

QUORUM (see also "Officers;" "Council")—

defined, 592, p1295n.
origin of term, p1296n.
at common law, 593.

QUORUM—Continued.

- in New England town meetings, 577, 593.
- of definite body, 594.
- when definite vote required, 596.
- of tribunal to remove officers, 563.
- of committees of legislative bodies, 615.
- of boards, commissioners, committees, etc., 596.
- vote necessary in suspending rules, 597.
- in elections by council, 598.
- how quorum affected by interest of members, 599.
- of joint assemblies of definite bodies, 600.
- method of counting, 594.
- members present though not voting may be counted, 594, p1300n.
- when definitely prescribed by law, body cannot change, 596.
- when presence of constitutes corporate meeting, 575.

QUO WARRANTO—

- chapter on, 2525, 2533, vol. 5.
- when lies, 2526, 2529-2532.
 - to test existence of office, 2529.
 - to question existence of municipality, 2530.
 - to question annexation, 2531, 288, p654n.
 - where franchise unlawfully exercised, 2532.
 - to forfeit street franchise, 1668, 1764.
 - to dissolve municipal corporations, 304, 308.
 - effect of judgment of ouster on, 309.
 - to forfeit municipal corporations, in England, 53.
 - to question validity of ordinance, 799.
 - to test corporate existence, 158, 159.
 - to test right to preside, 585.
 - to try title to office, 469, 582.
- proceedings, 470.
- for unwarranted assumption of public officers, 309.
- to test right of local corporation to exercise government over added territory, 809.
- to test power to pass ordinance, 809.
- to annul ordinance, 809.
- to oust occupant from office, pleading substance of ordinance, 850.
- authority to delegate power determined by, p4314n.
- nature and purpose of, 2525.
- discretion as to, 2527, 2528.
- jurisdiction of municipal courts, 1030.
- parties to, 2533, 2534.
- information, 2535.
- subsequent pleadings, 2536.
- evidence, 2537.
- judgment, 2538.

R.

RACE QUESTION (see also "Negroes")—

- ordinance discriminating on account of, void, 747.

RACES AND RACE TRACKS—

- in streets, 1364.
- injury from horse racing on street as actionable, 2771.
 - from automobile race, 1364.
 - failure to prohibit racing in streets, municipal liability, p5419n.
 - permit to race horses in street, city as liable for injuries from, 2752, p5639n.
- enjoining use of park for, 2600.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

RACES AND RACE TRACKS—Continued.

lease of park for race track, 1156.
prohibiting bets on, p2114n.
giving tips on, by distributing papers, etc., on street, p1593n.
licenses for, 1028.

RAGS—

regulating collection of, 977.

RAILINGS (see also "Guards")—

at edge of sidewalk, injury from 2787.

RAILROADS (see also "Depots;" "Locomotives;" "Street Railroads;" "Subways;" "Elevated Railroads;" "Interurban Railroads")—

rules relating to public service companies in general, "Public Service Companies."

regulation of rates of, see "Rates of Public Service Companies."

municipal ownership of, see "Municipal Ownership;" "Subways."

as *quasi* public corporations, 106, 111, pp252, 253n.

distinguished from street railways, p3605n.

property of as subject to special assessments, 2050, 2051.

special assessment for railroad bridge, 2042.

special assessments on abutters where tracks in streets, 2033.

crew as servants of municipality, p5392n.

license tax on delivery of intoxicating liquors, 1003.

municipal liability for torts of, or unsafe streets created by, 2750, 2723, p5484n.

right of employee, injured while working in street, to recover from city, 2763.

driving obliquely across track as negligence, 2838.

injury by as proximate cause, 2853.

power to dedicate, 1548.

dedication to, 1543, p3212.

payment for eliminating grade crossings, p4610n.

vacation of street in order to benefit, 1403.

property of as taxable, 2393.

taxing rolling stock, p4977n.

exemption from taxation, pp5013, 5014n.

power of city to contract for elevating or depressing track, p2572n.

payment by city to elevate tracks, p4601n.

track elevation as vacation of street, p2985n.

municipal liability for negligence in raising or depressing tracks, p5407n.

power to condemn property of, 1500.

condemning lands of for park, 1497.

condemning property of, second public use, p3183n.

condemnation by city for benefit of, pp3108, 3118n.

damages for extending street over track, 1513.

right to recover damages from public improvements, 1986.

right to sue for injury to leased cars, from mob, p5465n.

Municipal aid to.

power to grant, 393, 2170.

constitutional prohibition, 395.

grant of power; restriction and construction, 395.

grant of land to, by municipality, p2525n.

grants of rights in parks, 1156.

power to levy tax to aid, 2370, 2372.

municipal aid bonds, 2268, 2283.

power to issue, 2283.

recitals in railway aid bonds, effect, 2340.

elections, p4649n.

RAILROADS—Continued.

Grant of right to use streets.

general rules relating to, see "Franchises."
grant to use streets as franchise, 1617.
necessity for franchise to use streets, 1620.
power to allow use of streets for, 1624, 1625.
how many tracks in street, pp3471, 8472n.
tracks in street as nuisance, pp1995, 3514, 2985n.
depots in street, 1365, and see "Depots."
private railroad in street, 1363.
estoppel to object to use of streets by, 1687.
power to revoke grant to use streets, 1661.
mandamus to compel removal of tracks, 1766.
injunction against laying tracks in streets, 1376, pp2942-2944.
injunction to prevent maintenance of tracks, p2004n.

Rights of abutters.

liability of municipality to abutters on street, 1980.
tracks as additional servitude, 1701.
additional tracks, damages to abutter, 1710.
change of grade, injury to abutter, p3652n.
cars blockading street, special injury to abutter, p2954n.
municipal liability for damages to abutters from, 1985.

Police power over and regulation of.

regulation of, under police power, 890.
power to make police regulations as to construction of, 955, p2100n.
requiring use of particular kind of rail, 955.
requiring elevation or depression of tracks, 955.
requiring adjustment of tracks to conform to change of grade, 955.
requiring change of location of tracks, 955.
requiring removal of tracks, 955.
regulations as to change or removal of tracks, 1682.
regulations as to crossings, 954, 1682.
watchmen and flagmen, 954.
power to regulate operation of cars in streets, 953-955.
requiring watering of tracks, discriminating, 739.
forbidding obstructing streets with cars, 924.
regulations as to rate of speed, see "Speed."
requiring separation of races in cars, 955.
requiring paving by, 1647.
city authorizing use of tracks by another, 1673.

Regulations of as interference with interstate commerce.

regulations as to furnishing cars, 790.
forbidding ticket scalping, 790.
regulating liability of for damages, 790.
regulating venue of suits against connecting, 790.

RAIN (see also "Storms")—

extraordinary rainfall causing unsafe streets, 2726.
overflow of sewers, 2694.
municipal liability for, p5558n.
freezing and slipperiness, see "Snow and ice."

RAPID DRIVING, see "Driving;" "Speed."

RATE—

limitations on tax rate, 2384-2388.
for sewer connections, 1448.

RATE OF SPEED, see "Speed."

RATES OF PUBLIC SERVICE COMPANIES—

amount, limitations on, 1725.
as fixed by contract, 1726.

RATES OF PUBLIC SERVICE COMPANIES—Continued.

- must be definite and certain, 1731.
- construction of, 1732.
- power to charge meter rates, 1727.
- minimum charges, 1728.
- incidental charges, including rent for meters, 1729.
- payment of cost of meter, 1730.
- mode of fixing, 1742.
- city officers as impartial, 1743.
- discriminations as to, 1697.

Power to fix.

- power to contract as to distinguished, 1733.
- power of state to regulate, 1734.
- delegation to commission, 1735.
- power of municipality to regulate, 1736, 7368.
- regulation must not impair contract, 1737, and see "Impairment of Contracts."
- power of municipality to "contract" as to rates, 1738.
- whether provision in contract fixes rates, 1739.
- regulating rates outside municipality, 1740.
- company as precluded from denying power to contract as to or attacking reasonableness of, 1741.

Reasonableness of.

- rates must be reasonable, 1744, 735.
- rates fixed by municipality presumed reasonable, 1745.
- how far rates subject to review by court, 1746.
- court cannot itself fix rates, 1747.
- matters considered in determining reasonableness of rates, 1748.
- reasonableness looked at from different standpoints of patron and company, 1749.
- present value of property as test, 1750.
- rates too low as to certain items or patrons, 1751.
- cost of construction and betterments as fixing value, 1752.
- cost of reproduction as test, 1753.
- cost of next available substitutional system, 1754.
- franchise as item of value, 1755.
- value as "Going Concern", 1756.
- good will as item of value, 1757.
- deducting for depreciation, 1758.
- value of property not used, 1759.
- effect of reduction of rates on amount of future business as element, 1760.
- capitalization and bonded indebtedness, 1761.
- what profit deemed reasonable, 1762.

RATIFICATION (see also "Estoppel;" "Waiver")—

- by legislature, see "Curative Statutes."
- of municipal contracts, 1255-1261.
- of ultra vires contract, 1172, 1256.
- of invalid sales by municipality, 1151.
- of contract made by mayor, by city council, 387.
- of change of grade, 1843.
- of debt beyond debt limit, 2239.
- of improvement ordinances, 1893.
- of irregular or void acts, by legislative body, 607.
- of irregular or void appointment to office, 467.
- of municipal bonds, 2309.
- of public improvement contracts, 1920.
- of unlawful acts of police, 2431.
- of unauthorized debts, 2176.

RATIFICATION—Continued.

of unauthorized employment, 504.

as creating liability for torts of officers, 2657.

READING BILLS—

of council on different days, 610, 619.

REAL ESTATE AGENTS—

licenses, 1028.

REAL PROPERTY—

power of municipality to acquire, 1105, and see "Corporate Property."

municipal power to engage in business of buying and selling, 1810, and
see "Municipal Trading."

power to tax exclusively, 2382, and see "Private Property."

regulations of, see "Police Power."

REASONABLENESS—

of rates, see "Rates of Public Service Companies."

of ordinance, see "Ordinances."

license tax, 1002.

REASONABLE CARE—

to keep streets safe, what is, 2726.

"REASONABLE CAUSE"—

question for court, p1743n.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

RECITALS IN MUNICIPAL BONDS—Continued.

- rules applied to railway aid bonds, 2340.
- as affecting bonds in excess of debt limits, 2341.
- in funding or refunding bonds, 2342.
- showing on their face statutory provisions not complied with, 2343.
- as estoppel to contest signature of, 2288.
- in bonds, effect in action on coupons, 2278.

RECKLESS DRIVING, see "Driving."

RECLAMATION DISTRICTS—

- as public corporations, 106, p253n.

RECONSIDERATION (see also "Amendment;" "Modification")—

- general powers of legislative body respecting, 612.
- power to rescind prior acts, 613.
- rescinding votes in electing and appointing officers, 614.
- of bids, 1226.
- of vote as to public improvements, 1882.

RECONSTRUCTION—

- of street, special assessment for, 2030.
- of sewer, special assessment for, 2038.
- in laws respecting erection of buildings, p2068n.

RECORD—

- of conviction for violation of ordinances, 1089.
- sufficiency of to review conviction for violating ordinance, 1101.
- on certiorari to review conviction for violating ordinance, 1096.

RECORDER, see "Municipal Courts."

RECORDING—

- plata, 1540.
- of plans before making improvement contract, 1907.
- of ordinances, when required and method of, 695.

RECORDS, MUNICIPAL—

- keeping of necessary, 617.
- who to keep, 618.
- sufficiency of; presumptions, 619.
- taking yeas and nays, 620, and see "Yeas and Nays."
- as evidence, 621.
- reports of committees and officers as evidence, 622.
- parol evidence to prove, 623.
- parol evidence to show omissions, 624.
- imperfect; rights of creditors, 625.
- amendment of, 626.
- method of making, 627.
- court may order amendments, 628.
- after lapse of time; estoppel; ex post facto, 629.
- inspection of, 630.
- enforcing control of. mandamus, 631, p1388n.
- replevin, 631, p1388n.
- as proof of passage and existence of ordinances, 863.
- as constructive notice to bond purchasers, 2320.
- of city engineer, turning over to successor, p1085n.
- of public improvement proceedings, 1882.
- of services of notices of New England town meeting, 578.
- of special assessment proceedings, 2104.
- recitals in bonds contrary to, 2335.
- to prove adjournment of meeting, 602.
- in taking definite vote, when required, 596.
- what it should show in proceedings to remove officers, 568.
- depending on investigation of antecedent facts, 623.
- as best evidence of corporate acts, 623.

REDEMPTION—

of property sold at special assessment sale, 2158.

RED FLAG—

display of, in street parades, 940, 1073, pp2045, 2046n.

RED LANTERNS—

necessity for as danger signal, 2804, p5714n.

removal of, 2805.

REDUCTION—

in office and public places, 508.

RE-ENACTMENT OF ORDINANCES—

effect of, 837.

REFERENCE—

of ordinance to committee and report thereon, 690.

REFERENDUM, see "Initiative and Referendum."

REFORMATORIES (see also "Jails")—

commitment to, 2461.

appropriation for, 2169, p4594n.

municipalities may be compelled to support inmates of, 235.

power of city to provide location for, 1115, p2475.

REFRIGERATION—

grant of use of streets for pipes for, 1627.

REFUNDING BONDS

what are, 2270, and see "Municipal Bonds."

power to issue, 2282.

recitals in, 2242.

REFUSE—

regulating collection and removal of, 915.

regulating burning of, 915.

as including "ashes," p1959n.

REGISTRATION—

of warrants, 2254.

of municipal bonds, 2275.

what are registered bonds, 2265, 2267.

of automobiles, regulating, 935.

failure to register as voter, as disqualification for office, 446.

of voters in general, 2199.

REGULATE—

meaning of, 1625.

power to, as power to prohibit, 990.

power to, as power to license, 989.

power to, as power to grant franchise to use street, 1625.

REGULATION—

defined, 637.

distinguished from ordinance, 637.

of rates, see "Rates of Public Service Companies."

REIMBURSEMENT—

of public officers, agents, etc., for expenses incurred, 522.

for public improvement by special assessment, 2025.

REINCORPORATION, see "Dissolution of Municipal Corporations."

REINSTATEMENT—

to office or place, proceedings, 572, pp1257, 1258n.

as condition to receiving salary or compensation, 520.

mandamus to compel, 520.

REISSUE—

of warrants, 2257.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

RELATIVES—

of municipal officer, contracts with, 1252.

RELEASE—

of bidder by rejection of his bid, 1234.
by municipality as donation, p4591n.

RELIGION AND RELIGIOUS SOCIETIES—

quasi corporations in England, p253n.
dedication for, 1543.
dedication to city as trustee for, 1541.
statutory dedication for, p3197n.
power of municipality to hold property in trust for, 1134.
discriminating on account of religion, 747, p1605n.
building erected by congregation of negroes as nuisance, 1918n.
property as exempt from special assessments, 2064.
permit for nuisances where engaged in religious worship, 1000.

RELIGIOUS OPINIONS—

removal of officers on account of, forbidden, 557.

REMAINDERMEN—

power to dedicate, 1552.
power to sign remonstrances, p4005n.

REMEDIES—

particular remedies, see "Ejectment;" "Injunction;" "Taxpayer's Suits," etc.
against municipality in general, 2487.
judicial interference with public improvements, 2003-2016.
relating to street franchises, 1763-1777.
for collection of taxes, 2407, 2408.
of contractors for public improvements, 1944-1958.
of owner of property damaged by public improvements, 1997.
to forfeit street franchise, 1668.
to review special assessment, 2097.
injury from surface water, 2709.
municipal bonds, 2346-2349.
unlawful use of streets, 1368-1389.

REMONSTRANCES (see also "Boundaries")—

against proposed public improvements, 1860.

REMOVAL—

of building when nuisance, 949.
moving buildings through streets, see "Moving Buildings."
of sidewalks, power to, 1829.
office may be lost by, 493.

REMOVAL OF CAUSES—

action against municipality in wrong county, 2491.

REMOVAL AND SUSPENSION OF OFFICERS—

how power exercised, 551.
summary removal, p1207n.
abolition of officers, 551, 752, pp1208, 1258n.
civil service restrictions, p1208n.
veteran acts, p1208n.
under general welfare clause, 895.
advancement or reduction in grade and salary not removal, 551.
failure to re-appoint on expiration of definite term as removal, 551.
required qualifications to hold office ceasing, p999n.
officers interested in municipal, as ground of removal, p1224n.
removal for cause, 552.
removal of elective officers, 553.
nature of power, 553.

REMOVAL AND SUSPENSION OF OFFICERS—Continued.

- officer appointed for definite term, 554.
- removal to be by agency authorized, 555.
- sufficiency of causes for removal, 556.
- restrictions as to removal, 557.
 - civil service regulations, 557.
 - veteran acts, 557.
 - political reasons, p1227n.
- probationary services, p1227n.
- of policemen or firemen, 2420.
- of teachers, 2448.
- of appointive officers without term, 558.
 - removal at pleasure, 558, p1281n.
- removal of sub-ordinates and employees, 559, 1233n.
- removal by recall, 560, p1234n, and see "Recall."
- suspension of officers, 561.
 - removal as including power to suspend, 562.
- proceedings for removal of officers, 563.
 - presentation and sufficiency of charges, 564.
 - who may act; composition of tribunal, 565.
 - hearing or trial, 565.
 - the evidence, 567.
 - judgment and record, 568.
- judicial review of removal proceedings, 569.
 - discretionary removal, p1250n.
 - consideration by higher court, 570.
 - review by certiorari, 571, 2511.
 - review by mandamus, 572, 2551.
- reinstatement, 572, 2551.
- mandamus to compel transfer of papers of, 2552.
- quo warranto to oust, 2529.
- salary or compensation in case of, 520.
- action to recover offices, pleading ordinances, 848.

RENDERING ESTABLISHMENTS—

- regulating beyond corporate limits, 897.

RENT (see also "Leases")—

- power of council to determine what is reasonable, 376.
- of office, reimbursement of officers for, 522.

REORGANIZATION OF MUNICIPAL CORPORATIONS—

- effect on ordinances, 845.
- by consolidation or change of corporate limits, 846.

REPAIRS—

- liability for failure to make, see "Torts;" "Unsafe Streets;" "Sewers and Drains."
- what are, pp5596, 3889n.
 - of street, what is, 1832.
 - as used in building laws, 948, pp2068, 2069n.
 - as including repaving, p3462n.
- power of city to repair buildings, 1116.
- effect of lack of funds to make, 2782.
- contractor, agreement to make, 1912.
- keeping streets in repair, charging on abutters, 1892.
- of street, special assessment for, 2030, 2031.
- of sewer, special assessment for, 2038.
- of sewers, 2695, and see "Sewers and Drains."
- after injury, as evidence to show control of sidewalk, p5623n.
- duty to inspect to determine necessity for, 2815.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

REPAVING—

what is, 2030.

REPEAL (see also "Revocation")—

as impairing obligation of contract, see "Impairment of Contracts."

repeal of charter, 829, 830.

implied, 831, 832, p314n.

dissolving corporation, 298, 300, 315.

by general law, p309n.

repeal or repealing act; revivor, p679n.

repeal of old charter, 345, 680n.

power of legislature, 345-349.

when charter provisions are superseded by charter amendments, 840.

of ordinances to be by ordinance, 634.

of improvement ordinance, 1896.

ordinances passed and approved by electors cannot be repealed by legislative body, 694.

reservation of right of, in ordinances granting franchises, 763.

proof of repeal of ordinance, 866.

of exemptions from taxation, 2401.

by later law touching elections, p917n.

as affecting special assessments, 2024.

REPLEVIN—

against municipality, 1274.

to obtain possession of municipal records, 631, p1388n.

REPORT—

of committee, on ordinance, 690.

requiring street railway companies to make at specified times, 955.

REPORTERS—

power of city to pay, p4592n.

REPRODUCTION—

cost of as test, regulation of rates, 1753.

REPUTATION—

corporation may acquire name by, 248.

REQUESTS—

for bids on municipal contracts, 1199-1206.

RESCISSION (see also "Reconsideration")—

of municipal contract, 1270.

of improvement contract, by municipality, 1934.

RESCUING PRISONER—

from custody of officer, attempts, state and municipal regulations as to, 887.

RESERVATIONS—

in dedications, 1545, 1540.

RESERVOIRS—

power of towns to construct, 389.

in street, p3143n.

purchase of land for, outside city limits, p2462n.

municipal liability for torts connected with, pp5504, 5515n.

RESIDENCE (see also "Inhabitants")—

to constitute membership in a municipal corporation, p289n.

one cannot be, of two distinct municipal corporations, 597n.

as qualification to vote at municipal elections, 413.

as qualification to hold office, 444, p992n.

in wards, 445.

length of in city, basis for license fee, 1001.

RESIDENT (see also "Non Residents")—

what constitutes, p992n.

means a citizen, p610n.

RESIGNATION—

of office, 495, p1043n.

by implication or abandonment of office, 496.

by election to, or acceptance of another office, 497.

acceptance of resignation, 498.

RES IPSA LOQUITUR—

doctrine as applicable to unsafe streets, 2726, pp5601, 5683n.

RESISTING OFFICER—

right to jury trial, 1060.

RESOLUTION (see also "Ordinances")—

defined, 687, 1633.

when synonymous with ordinance, 687.

distinguished from ordinance, 1633.

when mayor to sign, 1633.

when legislative act, 1633.

when action may be taken by, 636.

less solemn form of ordinance, 637.

ordinance cannot be amended by, 821.

street may be vacated by, 1412.

necessity for to pass title to property, 1118.

granting street franchise by, 1638.

RESTAURANT—

in park, 1157, 1156, pp2542, 2545n.

lease of building in park for, 1156.

requiring closing of at ten p. m., 964.

prohibiting keeping of liquor, p2124n.

hackstands in front of, 1357.

enjoining interfering with, 2429.

RETROSPECTIVE LEGISLATION (see "Curative Statutes")—

quorum a majority in passing, 594.

sufficiency of record as to passage, 619.

taking yeas and nays, 620.

effect of failure to make record of, 617.

illustrations as to when action can be taken by, 636, and see "Ordinances."

RESPONDEAT SUPERIOR—

as applicable to municipalities, 2652 *et seq.*

RESTRAINT OF TRADE—

unreasonableness of ordinance as to, 736, 737.

RETROSPECTIVE ORDINANCE—

unconstitutional, 740, p1610n.

RETURN—

in mandamus proceedings, 2571.

of service of notice of New England town meeting, 578.

of bill, ordinance or resolution by mayor after approval or veto, 693.

effect of adjournment after presentation of bill, 693.

what constitutes, 698.

where legislative body is composed of two houses, 693.

REVENUES (see also "Funds")—

sources of, 2158.

municipal debts as limited to, 2206.

debts in anticipation of, 2220.

of municipal corporations, legislative control of, 230-232, pp525, 526n.

trust funds, 233.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2608; Vol. 6, §§ 2609-2855.)

REVENUES—Continued.

discretion of municipal authorities as to use of, 877.
license to regulate distinguished from license to raise revenue, 991.

REVERSION—

of land when not used as park, 1155.
abandonment or misuser of dedicated land, 1612.
nonuser of property condemned, 1524.
special assessments against reversioners, p4882n.

REVIEW—

of proceedings in actions for violating ordinances, 1091-1101.
proceedings for, to question validity of ordinance, 799.
of order of incorporation, 146.
of proceedings in removing officers and employees, 569-571, pp1250.
1251n.
by certiorari, 571.
by mandamus, 572.
of proceedings to annex or detach territory, p657n.
of special assessment, 2097-2103.
of amount of license tax, 1002.

REVIEW, WRIT OF—

as remedy, conviction for violating ordinance, 1091.

REVISION—

of special assessments, 2097-2103.
of ordinances when required and title of, 685.
effect of, as to repeals, 838.

REVIVAL—

of ordinance by repeal, 834.
penal ordinances, 835.
public improvement ordinances, 836.

REVIVOR—

see "Repeal;" "Dissolution of Municipal Corporation."

REVOCATION (see also "Repeal")—

of appointment of officer, 465.
of acceptance of bid, 1226.
of dedication, 1592.
of license or permit, 1008.
municipal liability for damages, 2632.
of exemptions from taxation, 2401.
of permits to use streets, 1319.
of power to tax, 2373.
of street franchise, 1661, 1662.

REWARDS—

power of city to offer, 391, 367, p813n.
to apprehend incendiaries, under general welfare clause, 895.
personal liability for, pp865, 866n.
offer of, binding for reasonable time, 391.
withdrawal of offer, 391.
enjoining payment of, p5359n.

RICE—

cultivation of, in corporate limits, as nuisance, 902, 920.

RIDGES—

of dirt in street, injury from, 2780.
of ice on sidewalk, city as liable for injury from, 2789.

RIDING—

regulating on streets, highways and public places, 932.
law of the road, p2032n.

RIOTS, see "Mobs."

RIPARIAN OWNERS (see also "Navigable Waters;" "Watercourses")—
rights of, 399, 401, pp885, 887n.
municipal liability for interference with rights of, 2704.
injury to by pollution of waters, 2706.
right to dedicate, p3219n.

RIVERS (see also "Navigable Waters;" "Watercourses")—
protecting, as municipal function, 822.
reference to, in establishing corporate boundaries, 263.
as nuisance, abatement of, by new channel p1968n.

ROAD (see also "Streets")—
as including streets, 1284.

ROAD DISTRICTS—
as public corporations, 106, 111.

ROCK CRUSHING MACHINE—
regulation of, 977, p1942n.

ROCK PILE, see "Workhouses."

ROCKS—
throw into street by blasting, city as liable, 2778.

ROLLER SKATES (see also "Skating Rinks")—
duty to keep streets safe for, p5642n.
on streets, forbidding, 924.

ROMAN CANDLES—
forbidding and regulating explosion of, 952.

ROMAN LAW—
influence of, on English institutions, 45-47.
private municipal capacity recognized by, 119.
creation of municipal corporations by, p296n.
dissolution of municipal corporations under, 306.

ROME, ANCIENT CITY OF,
historical, 2, 7, 8, 28-31, 72, pp56, 58, 64-66n.
influence of, in England institutions, 45 et seq.

ROOFS—
overhanging, as nuisance, pp1996, 2890n.
as indictable nuisance, p2935n.

ROOMS—
reception hall as, p8697n.

ROOT (see also "Trees")—
across path, tripping on, p5686n.

ROPES—
across street, p2890n.
city as liable where one runs into it, 2781, p5712n.
stretching across street, by police, liability for, 2431.
running automobile into as negligence, 2838.
across sidewalk, injury from, p5689n.
around trench as sufficient barrier, p5711n.

ROUNDBABOUTS—
regulating use of, pp1592, 1593n.

ROUND HOUSE—
erected by permission, as nuisance, p1996n.
turn table erected by permission as nuisance, p1996n.

RUBBISH—
regulating collection and removal of, 915.
in street, injury from as actionable, 2781, 2780.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

RULES—

- vote necessary in suspending, 597.
- for conducting business of legislative body, 606.
- parliamentary law, 606.
- suspension of, presumption as to vote, 619.
- failure to observe, in passage of ordinances of joint rules of double legislative body, 689.
- presiding officer to enforce, 586.
- how ordinances differ from rules of procedure, 638.
- governing schools, 2488.

RULES OF PUBLIC SERVICE COMPANIES—

- power to make, 1711.
- reasonableness of, 1712.
- payment in advance, 1713.
- shutting off supply, 1714, 1690.
- meters and meter rates, 1715.
- effect of violations of rules; waiver, 1716, 1690.

RUNAWAY HORSES, see "Horses."**RUNNING—**

- on sidewalk as negligence, 2838.

RURAL PROPERTY—

- as taxable, 2398, and see "Farms."

RUTS—

- injury from in street as actionable, 2780.
- street car rail with shoulders of ice, injury from, p5683n.

S.

SABBATH, see "Sunday."**SAFE—**

- moving over sidewalk as negligence, 2838.
- liability where walk breaks, 2755.

SAFE APPLIANCES—

- duty to furnish to firemen, 2643.

SAFE PLACE TO WORK—

- workhouse, 2642,
- fire stations, 2643,
- city water plant, p5516n.

SAFE STREETS, see "Unsafe Streets."**SAFETY GATES—**

- requiring on cars and trains, 954, p2099n.

SAILORS, see "Seamen."**ST. LOUIS, CITY OF—**

- not a county, p274n.
- legislative body composed of two houses, 573.
- charter of, 325-334.

SALARY (see also "Compensation;" "Officers")—

- municipal corporation cannot grant extra, 185.
- limited by constitutions, 186.
- power of legislature to compel payment of, by municipal corporations, 285.
- usage will not support payment of extra, 369.
- fixing and changing, to be by ordinance, when, 634.
- prescribed by resolution, 636.
- validity of ordinance providing for payment of, may be tested by certiorari, 808.
- action by officer to recover, pleading ordinance, 848.

SALES (see also "Judicial Sales;" "Warranty;" "Municipal Trading")—

- of municipal property in general, 1140.
- property held in governmental capacity, 1140.
- power of city to sell land, 1105, p2453.
- of bonds, 2303, 2304.
- of gas plant owned by city, 1141, p3862n.
- of produce, goods, etc on streets, forbidding, p1984n.
- of property dedicated, 1607, 1608.
- of street franchises, 1641.
- of tax, p4944n.
- for non-payment of taxes, 2408.
- of water plant owned by city, 1141.
- market regulations, 965, 966.
- power to require license to make, 989.
- license tax as to as discriminatory, 1001.
- for payment of special assessments, 2154.
- as discharging special assessment lien, 2109.
- rights of purchaser as to special assessments, 2118.
- with reference to plat, as dedication, 1577,

SALESMEN—

- traveling, not a laborer, p955n.

SALOONS, see "Intoxicating Liquors."

SALVATION ARMY—

- regulating noise by, p2161n.

SAMPLES—

- necessity for, on submitting bid, 1220.
- of milk for inspection, 969, p2164n.

SAND—

- duty to put on slippery sidewalks, 2789.

SAND PIT—

- necessity for barriers across, p5666n.

SAN FRANCISCO—

- county and city of, pp274-275n.
- charter and municipal organization of, 827, 578, pp1262-1283n.
- discriminating against Chinese, 748.

SANITARY DISTRICTS—

- as public corporations, 106, 110, 111, 296, p267n.

SANITARY REGULATIONS—

- implied powers relating to, 362, and see "Health;" "Hospitals;" "Implied Power."

SCALES, see "Weighing Scales."

SCAVENGERS—

- licensing and regulating, 746, 1017.

SCHOOLS—

- as municipal function, 322.
- municipal charters may provide for, 324.
- duty of New England towns to provide for, 388, p856n.
- corporation to carry on, is for "municipal purposes," 110.
- nature of, as corporations, p252n.
- bequest to school commissioners, void, 1111.
- boards of education, 2434-2446, 441.
 - as municipal corporations, 2434, 111.
 - eligibility of members of, 2435.
 - election of members of, 2436.
 - powers of, 2437, 441, p985n.
- board of, as quasi corporations, 111.

SCHOOLS—Continued.

board of education as a municipality, debt limit, 2213.
buildings as public, p3678n.
condemnation of for street, 1501.
debts of as those of city, 2214.
debt limits as applicable to, 2213.
dedication for, 1543.
expenditures for as legal, 2167, 2464.
execution against, 1160.
enjoining use for religious meetings, p5367n.
exemptions from taxation, p2399n.
exemption from special assessments, 2065, 2068.
free water to, p3678n.
in parks, p3334n.
lease of, 1145, p2521n.
lease of school lot for oil wells, 2437.
loss of title to, by adverse possession, p2548n.
mechanic's lien against, 1161.
municipal liability for torts connected with, 2675.
notice to officers of, of defect in street, 2810.
power to condemn for, 1489, p3079n.
 amount which may be condemned for, 1466.
power to erect, 1116, 1816.
 on public square, 1155.
power to buy on credit, p4589n.
power to issue bonds for, 2279, 2280.
power to purchase land for, p2458n.
power to sell school buildings, 1143.
pupils in, 2445, 2446.
 expulsions of, 2445.
 control of away from school, 2446.
 rules governing, 2428.
rules for management of, 2436.
removal of commissioners, 2439.
superintendent of public instruction, 2440.
special assessments for, 2042.
tax for as "necessary expense," p4951n.
taxes for as for municipal purpose, 2272.
teachers in, 2441-2444.
 employment of, 2441.
 license to teach, 2442.
 removal of, 2443.
 compensation of, 2444.
 as mere employees, p945n.
 pensioning teachers, 2166.
trusts to found or aid, valid, 1122.
use of dedicated land for, p3329n.

SCHOOL DISTRICTS—

as public corporations, 106.
district not a municipality, p4979n.
distinguished from municipal corporations, 112.
powers of, 114.
proof of by reputation, p359n.
records of, parol evidence, 622.
liability for torts, p5380n.
power to levy taxes, p4951n.

SCIRE FACIAS—

to enforce special assessments 2126.

SCUFFLING—

as contributory negligence, p5738n.

SEA—

reference to, in establishing corporate boundaries, 263.

SEAL—

use of, by municipal corporations, 255.

meaning of, in English law, p578n.

when use of, required, 256, p579n.

sufficiency of, 257.

proof of, 258.

municipal contracts, necessity for, 1179.

on deeds by municipality, 1147.

on municipal bonds, 2290.

relief in equity, p4930n.

on warrants, 2245.

SEAMEN—

power to punish for harboring and enticing, p1861n.

as officers and employees, preference in appointment and promotions.
of, 461.

removal of, from office, restrictions, 557.

SEASHORE (see also "Tide Lands")—

excavations in, liability, 2786.

SECOND HAND CLOTHING—

forbidding sale of, p1606n.

disinfection of, in case of disease, 905, p2168n.

regulations as to dealing in, in case of disease, 909.

SECOND HAND STORES—

regulating, 977.

requiring disinfection by, p2168n.

bookseller as, p2168n.

license, 1028.

license tax on as double, 1003.

SECOND OFFENSE—

heavier penalty for, authorized, 723.

SECRETARY—

when presiding officer may appoint, 586.

assistant, and employee, p944n.

an employee as distinguished from officer, p944n.

SECURITY—

furnishing with bid for contract, 1231.

SELECT—

to office, meaning of, 453.

SELECT ASSEMBLIES—

at common law presence of mayor not necessary, 583.

SELECTMEN, see "Council."

**SELF GOVERNMENT (see also "Local Self Government;" "Freeholder's
Charters")—**

lessons of, in middle ages, 33.

SEMINARIES (see also "Universities")—

nature of, as corporations, p252.

SENTENCE—

for violating ordinances, 1038.

SERVANT (see also "Master and Servant")—

requiring specified number on trains, 954, pp2095, 2096n.

SERVICE (see also "Notice;" "Publication")—
of summons, 2496.

of notice of special assessments, 2076.

SERVICES (see also "Work")—

implied contract to pay value of, 1266.

SERVITUDE, see "Abutting Owners."

SET-OFF—

power of municipality to, p4633n.

in actions by municipality, 2179.

of taxes, 2407.

in figuring amount of municipal debt, 2287.

SETTLEMENT—

of pauper, 2454.

of claims, see "Claims;" "Compromise;" "Arbitration."

SEVERANCE, see "Boundaries."

SEWERS AND DRAINS (see also "Surface Water;" "Watercourses;"
"Catch Basins;" "Gutters")—

general rules as to construction of, see "Public Improvements."

department of, 442.

disposal of sewerage as municipal function 322, 110.

drainage companies as quasi corporations, 111, 106.

as "improvement," p4817n.

definition, 1421, 1422.

sewer as different from drain, 1422.

ditch same as drain, 1422.

sewage and sewerage, what is, 1423.

drainage as including sewerage, 1424.

district as municipal sub-division, 296.

kinds of, 1425-1427.

public sewers, 1425.

district sewers, 1425, 1426.

private sewers, 1427.

power to construct and maintain, 1428-1432.

power to contract for, 1167.

contract of city to maintain, p2574n.

power to condemn for, 1490, 1460.

power to construct as power to borrow, p4578n.

municipal debt limit for, 2209.

building of as current expense, 2219.

power to issue bonds for, 2279.

voting on, see "Elections."

before street opened, p3958n.

proposals for bids for, 1211.

existence of private sewers, 1429.

interfering with private property, 1430.

by contract for, 1431.

use of land taken for, 1433.

outlet beyond corporate limits, 1434.

use of streets for is lawful, 1314.

dedication of, 1544.

discretion of municipal authorities in establishing, etc., 377, 1836, 1442.
1435, p828n.

discretion as to laying, size, etc., 1834, 1835.

falling into, city as liable, p5675n.

use of streets and alleys for, 1436.

sewage disposal plants, 1438, 1927.

using stream for, 1439.

as nuisance, 1440.

SEWERS AND DRAINS—Continued.

- prescriptive right to maintain, 144.
- officers having charge of, whether state or municipal, 180, p5480n.
- when dimensions of, to be fixed by ordinance, 385.
- providing for construction of, by resolution, 636.
- description in ordinance for construction of, 1885.
- ordinance authorizing as embracing two improvements, 1879.
- mode of exercise of power of sewer construction, 1439.
- construction of, compensation to abutters, 1982.

- as additional servitude, 1709.
- constructing, as acceptance of dedication, 1580.
- implied contract to pay for flushing, p2754n.
- right to pollute streams, 1445, 1446, 1441.
- discharging surface water on land, 1442.
- grant by state of power to discharge sewage in streams, 1443.
- diversion of streams, 1444.
- municipal regulation of, 916, 1447.

- sewer connections, 1448-1450.

- reasonableness of condition to make connections with, 727.
- as public improvements, p3891n.
- construction, improper delegation of power, 1823.
- water pipes as subordinate to, p3529n.
- enjoining nuisance from, 2502.
- nuisance as indictable, 2521.
- right of abutter to fill up, p2946n.
- special assessments for, 2037, 2038, 2053, and see "Special Assessments."
- future benefits from, as ground for special assessment for, p4385n.
- deposit of surface water on land of another, 1442.
- discharge into waters, grant by state, 1443.
- discharge as polluting streams, 1445.
- injunction to restrain pollution, 1446.
- drainage to abate nuisances, 916.
- compelling city to drain swamp, p3903n.
- power to issue bonds to drain swamps, 2279.
- special assessment for pumping plant for, 2042.
- use of land taken for sewers, 1433.
- sewer outlet beyond corporate limits, 1434.

Municipal liability for.

- municipal liability for torts, 2689 et seq.
 - particular sewers, 2690.
 - failure to provide, 2691.
 - abandonment of, 2692.
 - defective plans for, 2693.
 - inadequate sewers, 2694.
 - negligence in constructing or repairing, 2695, 2696.
 - nuisances, 2697.
 - death or sickness from, 2698.
 - discharging sewage on private property, 2699, 2700.
 - use of streams by, 2705.
 - discharge of sewage into streams, 2706.
- nuisance, municipal liability for acts of contractor, p5489n.
- covering over, unsafe, municipal liability, p5628n.
- city liable for negligence of license constructing drain, p5635n.
- negligence in construction, liability where sewer ultra vires, 2637.
- flushing of, liability for injuries from, 2627.
- as interfering with street franchises, 1846.

Private sewers.

- general rules, 1427.
- right to lay private sewer in streets, pp2901, 2902n.

SEWERS AND DRAINS—Continued.

private sewers as private property, p3075n.
revoking permit for, 1819.
private, abatement of, when nuisance, p1963n.
on public way, dug without authority, as nuisance, p1993n.

SEWING MACHINES—

licenses, 1028.

SEX (see also "Women;" "Married Women")—

ordinance discriminating on account of, in employment etc., 749.

SHADE TREES, see "Trees."

SHED—

fall of, city as liable, p5669n.

SHEEP, see "Animals."

SHERIFF—

whether state or local officer, p409n.
eligibility of deputies as school directors, 2435.

SHIPPING—

towing vessels, municipal liability for torts, p5502n.
municipal liability for injuries to ships at wharves, 2677.
city iceboat, liability for torts, p5502n.
in quarantine, p5499n.
engaged in commerce, taxation of by local authorities, 784, 786.
where taxable, 2391.
quarantine laws affecting, as interference with commerce, 791,792.

SHOOTING GALLERY—

forbidding keeping of, p1593n.
outside limits of street, city as liable for injury, 2773.

SHOPS—

railroad, condemnation of, p3141n.

SHOW BOARDS (see also "Bill Boards")—

forbidding or regulating carrying of, for advertising purposes, 930.

SHOW CASE—

falling of, city as liable 2775.

SHOWS (see also "Fairs;" "Entertainments;" "Fireworks;" "Theatres")—

bear shows in street injuries from, 2752, p5640n.
license fees, 1024.

SICK BENEFITS—

granting of, p1098n.

SICKNESS (see also "Health;" "Hospitals")—

indigent persons, indigent under general welfare clause, 895, and see
"Poor."

SIDERAILS, see "Guards."

SIDEWALKS (see also "Streets")—

definition, 1286.
what included, 1286
as part of street, 1286.
legislation permitting particular use of, 1310.
legislative control of p2830n.
lease of part of, p2835n.
dedication for, p3208n.
injunction against tearing up, p2940n.
municipal power to fix width of, 924.
rights and liabilities of abutters, 1324, and see "Abutting Owners."
police regulations as to use of, see "Police Power."
vehicles and animals on forbidden, 924.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2856.)

SIDEWALKS—Continued.

- riding bicycles on, 2631, 937, 938.
- temporary obstruction of, 1339, 1340.
- obstructions in, as nuisances, 924, 925.
 - power to remove, 926.
- regulating obstruction of, by cellar doors, etc., 924.
- liability for obstructing, landlord or tenant, 820.
- spitting on, 983.
- abolishing, liable for damage, p2993n.

Construction of.

- general rules, see "Public Improvements."
- power to construct, repair etc., 1829.
- discretion as to laying, size, etc., 1834, 1835.
- choice of material for, 1838.
- construction, improper delegation of power, 1822.
- power and duty of abutter to construct, 1324, pp3919-3921n.
- ownership of material used in constructing, 1324.
- regulations as to repairing, 924, p1990n.
- providing for construction of, by resolution, 636.
- altering, to be by ordinance, when, 634.
- sufficiency of description in ordinances for construction of, 1884.
- ordinance authorizing as embracing two improvements, 1879.
- special assessments for constructing, 2028, and see "Special Assessments."

- rebuilding of, special assessment to pay for, p4358n.

Unsafe walks, municipal liability.

- liability for unsafe, 2743, and see "Unsafe Streets."
- liability where outside limits of street, 2744.
- liability for failure to construct, 2745.
- acts of third persons making unsafe, city liable, 2750, p5632n.
- liability for defects in where constructed by abutter, 2728.
- using for wrong purpose, liability for injuries, 2755.
- using for driveway, liability where unsafe, 2726.
- duty to keep entire width safe, 2742.
- defective plans for, 2766, p5423n.
- duty to repair after street vacated, 2740.
- estoppel to deny location of, p5623n.
- particular defects in as actionable, 2785-2789.
 - steps or abrupt slopes, 2786.
 - obstructions, 2787.
 - excavations and openings, 2788.
 - snow and ice, 2789, and see "Snow and Ice."
- defects near by, city as liable, 2774, p5666n.
- duty to put railings or barriers on side of, 2800, p5709n.
- duty to inspect as to necessity for repairs, 2815, pp5780, 5731n.
- proximate cause of injuries on, see "Proximate Cause."
- contributory negligence in use of, see "Contributory Negligence."

SIGNAL TOWER—

- in street, injury to abutter, 2954n.

SIGNATURE—

- by clerk, 2107.
- of bills by presiding officers, 587.
- by mayor of proceedings, 588, 589.
- of bid for contract, 1220.
- of consents to bond issues, 2300.
- of improvement ordinances, 1882.
- of municipal contract, 1179, pp2613, 4111n.
- of municipal bonds, 2287, 2288.
- of notice of election, 2197.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

SIGNATURE—Continued.

- of notice of special assessment, p4437n.
- of ordinance or resolution by mayor, 691.
- of revised code of ordinance, 691, p1502n.
- presumptions as to, 1501n.
- by one acting as mayor, 691.
- method of, 691.
- of special assessment record, p4479n.
- of statutory plat, 1540.
- of warrants, 2246.
- of warrant in prosecution for violation of ordinance, p2319n.
- by two of three commissioners, p4473n.
- qualification of signers in petition to incorporate, 142.
- right to withdraw signatures, 143.
- sufficiency of record as to signing bills, p1363n.

SIGNS (see also "Bill Boards;" "Guards")—

- power to regulate and nature of regulations, 929, 930.
- in parks, 1157.
- on vehicles or on persons using streets for advertising purposes, 981.
- forbidding, as taking of property, 1470.
- as nuisance, 1349.
- rights of abutters, 1349.
- showing street closed, 2740.
- on one side of street, as sufficient warning, p5711n.
- injury from falling of as actionable, 2775.

SILENCE—

- as ratification of contract, 1258, and see "Estoppel;" "Ratification."

SINGING (see also "Noises")—

- in street, as forbidden, p2161n.
- forbidding near dwelling house, 733.
- official request to desist; reasonable cause, p1593n.

SINKING FUNDS—

- to pay off bonds, 2174, 2345.
- as debts, 2238.
- power to levy tax for, 2370.

SINKS—

- contents of, as nuisances, p1928n.

SITUS—

- for taxation, 2390.

SKATING RINKS (see also "Roller Skates")—

- regulating, nature of regulations, 947.
- not nuisance *per se*, 947.

SKIDS—

- as obstruction in street, p2885n.
- obstruction by as unreasonable, p2886n.

SKYROCKETS—

- forbidding and regulating explosion of, 952, and see "Fireworks."
- sending up as "defect" in street, 2773.

SLACKING LIME (see also "Lime")—

- permit to use pit for, in street, city as liable, p5638n.

SLANDER—

- of other officers, as ground of removal from office, p1224n.

SLAUGHTER HOUSES—

- regulating and prohibiting, 890, 908, pp1944-1948n.
- estoppel of municipality to regulate, p1948n.
- forbidding, judicial review, 896.

SLAUGHTER HOUSES—Continued.

consent of municipality to establish, p1944n.
approval of ordinance to establish, by board of health, p1944n.
regulation of location of, 908.
making consent of residents the test, 385.
regulation of, beyond corporate limits, p1906n.
exclusive right to maintain, monopoly, p1946n.
exclusive privilege conferred on one firm, 737.
establishment of, by municipality, p1944n.
evidence in prosecution of, 1073.

SLAVES—

as taxable, p4995n.

SLED—

leaving in street, horse frightened, p5632n.

SLEIGH—

standing in street, injury from, 2781.

SLIDE FOR LIFE EXHIBITION—

injury to pedestrian, city as liable, 2771.

SLIPPERINESS (see also "Snow and Ice")—

proximate cause of injury, 2351.
of sidewalk, injury from, 2785, 2789, p5694n.
of crosswalks, as making unsafe, 2791, 2794.
of asphalt, injury from, city as liable, 2779.

SLOPE—

of street as dangerous, 2780.
of sidewalk, abruptness of as defect, 2786.
of crosswalk as dangerous, 2792. ;

SMELL (see also "Odor")—

things offensive to sense of, as nuisances, 907.

SMALLPOX, see "Health;" "Hospitals;" "Quarantine;" "Vaccination;" and 2669.

SMOKE NUISANCE—

emission of dense, as nuisance and various laws and ordinances forbidding and regulating, 918, pp1964 to 1974n.
classification of municipal corporations, in law forbidding emission of dense, 918.
discrimination in laws forbidding discharge of dense, 918.
smoke law exempting dwelling house, valid, 739.
exempting steamboats and locomotives, 739.
proof required in law forbidding emission of dense smoke, pp1970, 1971n.
defense that smoke cannot be abated, 918, pp1974, 1975n.
nuisance, defenses, p2414n.
"manager" within meaning of law, p1970n.
from city pumping plant, liability for, p5515n.
evidence in smoke nuisance prosecutions, 1073.

SMOKING (see also "Cigarettes;" "Tobacco")—

law prohibiting "in any street, lane or passageway," p1988n.
in street cars as nuisance, 902, p1920n.
on streets as nuisance, p1921n. •
of cigarettes, regulating, 921.
preamble of ordinance forbidding, p1491n.

SMOOTH ICE—

liability where traveler slips on, 2789.

SNOW AND ICE—

- regulating cutting of ice, 977.
- prohibiting cutting on city water supply, 1470.
- regulating sale of ice, p2136n.
- power of municipality to own and operate ice plant, 1813, p3851n.
- removal of, from sidewalks, etc., 924, p1989n.
- removal from streets by abutters, 1291.
- requiring railroad to remove, from tracks, 955.
- removal of, from sidewalk, who liable landlord or tenant, 820.
- due to water from railroad tank, as nuisance, p1995n.
- city boats to free harbor from, torts, p5502n.
- violation of ordinance as to, as evidence of negligence, 878, 876.
- injury from fall of from roof as actionable, 2775.
- injury from on street, city as liable, 2770.
 - on driveway, 2784.
 - on sidewalk, 2789.
 - on crosswalk, 2794
- using icy sidewalk as contributory negligence, 2823, 2826, 2829.
- choice of ways, contributory negligence, p5751n.
- proximate cause of injury, 2851, 2845.
- notice of defect as condition to recover for injuries from, 2817.

SOAP FACTORY—

- regulation of, p1942n.
- beyond corporate limits, 897.

SOCIAL SETTLEMENTS—

- exemption from special assessments, p4430n.

SOFT DRINKS, see "Nonintoxicating Liquors."

SOIL, see "Lateral Support;" "Streets."

SOLDIERS (see also "Militia;" "Veterans")—

- bounties to, 365.
- power of New England towns, 389.
- Maine town liable for burial of, 389.
- as officers and employees, preference in appointment and promotions of, 461.
- removal of, from office, restrictions, 557.

SOLDIER'S MONUMENT (see also "Monuments")—

- power of town to raise money to erect, 389.

SOLE CORPORATION—

- described, 106.

SOLICITING FUNDS—

- for political campaign for expenses as ground for removal, 556.

SOVEREIGNTY—

- meaning of, 62.

SPAIN—

- cities in, 29, 40, 56, 72, 433.

SPARKS—

- preventing escape of, from steam-boats, 784.

SPEAKER—

- of national house of representatives or state legislature, casting vote by, 590.

SPECIAL ACTS, see "Special Laws."

SPECIAL ASSESSMENTS—

- Chapter on, 2017-2156, vol. 5.
- eminent domain distinguished, p3074n.
- nature and theory of, 2017, 2018.
- constitutional restrictions, 2019-2021.

SPECIAL ASSESSMENTS—Continued.

power to levy, 2022, 2023.

where no law authorizing improvement, 2024, 2026.

where improvement already made, 2025.

public improvements as payable from, 2269, 1948.

to pay for water works, 1796.

to pay for electric light system, 1797.

obligations payable from, as within debt limit, 2229.

mandamus to compel levy of, 2559.

validity of in general, 2111, *et seq.*

irregularities as affecting, 2111, 2112.

substantial defects in, effect, 2111, 2112.

failure to advertise for bids, 2113.

nonexistence of street, 2114.

improvement on private property, 2115.

conveyance to avoid assessment, 2116.

presumption of validity, 2117.

who may attack and when, 2118.

estoppel to question validity of, 2119-2126.

estoppel by acquiescence, 2120.

estoppel by petition for improvement, 2121.

estoppel by recital in deed, 2122.

estoppel by payment or part payment, 2123.

estoppel by failure to object or appeal, 2124, 2125.

estoppel by accepting benefits, 2126.

equitable relief against, 2127.

reassessments, 2128.

appeal from, 2129.

certiorari to review, 2130.

Purposes for which proper.

improvement as local and not general, 2027.

street improvements in general, 2028, 2029.

reconstruction or repair of streets, 2030, 2031.

alteration or vacation of street, 2032.

where railway tracks on street, 2033.

toll roads and turnpikes, 2034.

retaining walls, 2035.

embankments, 2035.

street sprinkling and cleaning, 2036.

sewers and drains, 2037.

reconstructing or repairing, 2038.

lighting plant, 2039.

waterworks plant, 2040.

parks and market places, 2041.

widening of stream, 2042.

filling up of lot, 2042.

pumping plant for drainage, 2042.

public school buildings, 2042.

railroad ridge, 2042.

removing garbage, 2042.

Property subject to.

benefit to property, necessity for, 2043-2046.

part of property not taken, 2047.

vacant or unimproved property, 2048.

unplatted and rural lands, 2049.

railroad property, 2050, 2051.

location in assessment district, 2052.

where improvement is sewer or drain, 2053.

property outside corporate limits, 2054.

SPECIAL ASSESSMENTS—Continued.

for waterworks, 2055.
as confined to abutting property, 2056, 2062.
platted and unplatted lands, 2057.
as confined to property "fronting," 2058.
"contiguous" land, 2059.
"adjoining" or "adjacent" property, 2059.
property not abutting on part of street improved, 2060.
depth of lot assessable, 2061.

Property exempt from.

power to exempt, 2063.
exemption from general taxes, effect, 2063.
religious and charitable institutions, 2064.
educational institutions, 2065.
cemeteries, 2066.
homestead, 2067.
where abutter improves in front of his property, 2068.
agreement for, 2069.
exemption from, condition in dedication, 1545.

Procedure.

who may make, 2070.
commissioners, 2071-2073.
competency and oath of commissioners, 2072, 2073.
notice of assessment, 2074.
sufficiency, 2075.
service, 2076.
validity as dependent on validity of preliminary ordinance, 1375.
hearing on proposed assessment, 2077.
time for making, 2078, 2079.
levy of, 2080.
mode of making, 2081-2092.
land in bulk, 2082.
dividing improvement into parts, 2083.
together, two or more improvements, 2084.
against part of lot or tract, 2085.
personal assessment, 2086.
apportionment of, 2087-2093.
according to benefits, 2088.
by front foot, 2089.
superficial area, 2090.
improvement in front of each lot, 2091.
omission of property, 2092.
deduction of damages, 2093.
amount of as limited, 2094-2096.
including costs and expenses, 2095.
confirmation, revision or setting aside of, 2097-2103.
nature of proceedings, 2098.
notice, 2098.
petition, 2099.
jurisdiction of court, 2100.
evidence, 2101.
judgment, 2102, 2103.
assessment record, 2104.
sufficiency of certificate, warrant or tax bill, 2105.
lien created by, 2106-2110.
necessary steps, 2107.
when attaches, 2108.
duration and discharge, 2109.
priorities, 2110.

SPECIAL ASSESSMENTS—Continued.

Collection of.

- personal liability, 2181.
- form of action, 2182.
 - statutory remedy as exclusive, 2183.
- warrants, enforcement of, 2184.
 - by suit in equity, 2188.
- distress warrant, 2135.
- scire facias, 2186.
- execution to enforce, 2137.
- when assessment due, 2189.
 - when delinquent, 2140.
- collection of, not governmental function, 2644.
- demand of payment, 2141.
- statute of limitations, 2142.
- venue of action, 2143.
- parties, plaintiff, 2144.
 - assignee, 2145.
- defendants, 2146-2150.
 - owners of land, 2146.
 - wife of owners of land, 2147.
 - all parties in interest, 2148.
 - mortgagees, 2148.
 - executors, heirs, guardians, etc., 2149.
- joinder of actions, 2151.
- defenses, 2152.
- counterclaims, 2153.
- sale of property, 2154.
 - title of purchaser, 2155.
- redemption, 2156.
- injunction against, 2127.
- anticipating revenue from, debt limit, 2220.

SPECIAL BENEFITS—

- necessity for, special assessments, 2044, and see "Special Assessments."
- what are, 1995.

SPECIAL CHARTER, see "Charters."

SPECIAL INJURY—

- from change of street grade, what is, 1998-2001.
- from vacation of street, 1408-1411.
- necessity for, to sue for obstruction of street, 1382-1389.
- necessity for, taxpayer's suits, 2587.

SPECIAL LAWS (see also "Classification;" "Charter;" "General Laws")—

- defined, 196.
- distinguished from general laws, 197, 201, 209.
- test to distinguish from general, 200, 201.
- curative acts as, 214.
- for creation of municipal corporations, 122.
 - evil effects, 125.
 - usually forbidden, 126.
- relating to municipal corporations where general law can be made applicable, 186.
- amending municipal charters by forbidden, 349.
- "corporate powers" or "municipal purposes" cannot be conferred by, 190.
- for bond issue, p4825n.
- to take effect in event of future contingency or within limited time.

VII

SPECIAL MEETINGS, see "Meetings."

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

SPECIAL ORDINANCE—

defined and distinguished from general, 640, 641.
implied repeals of, 833.

SPECIAL PROCEEDINGS—

condemnation proceedings as, 1530.

SPECIAL TAXES (see also "Special Assessments;" "Taxes;" "License Tax")—

in abatement of certain nuisances, 904, p1931n.
on interest as part of contract obligation, 768.
for local improvements, power to be expressly granted, 724.
when property owners estopped from questioning validity of, 797.
pleading in actions on special tax bills, 857.

SPECIFICATIONS—

what are, 1872.
contract, conformity to, 1917.
on file, reference to in improvement ordinance, p4075n.
furnished to bidders, 1207, 1212.
furnished by bidders, 1211.
change of, 1219.
of notice or warning of New England town meeting, 579, 580.

SPECIFIC PERFORMANCE—

of contract as to rates of fare, 1763, 2582.
of contract to sell plant of public service company, 1790, p3830.
to convert bonds into registered bonds, p4806n.

SPECULATION—

power of city to buy property for, 1114.
power to condemn land for, p3112n.

SPEED (see also "Driving")—

as constituting nuisance, p1916n.
police regulations as to, 932.
riding and driving on streets and public places, 932.
steam and street cars, 954, 739, pp2090-2092, 2093n.
of automobiles, 935, pp2036, 2037, 1864n.
in parks, 1157.
abolition of ordinances regulating speed of trains, 661.
regulating, as interference with commerce, 790, 793.
violation of ordinance regulating, as negligence, 853, 855, 873.
ordinance construed as limited to parts of city, 816.
action based on violation of, pleading, 848.
pleading ordinance relating to, 850.
defenses, 1086, and see "Driving."

SPEEDWAY—

establishing in park, 1157.

SPIKE—

protruding from sidewalk, injury from, 2785.

SPITE FENCES—

intent, 1074.

SPITTING—

ordinances forbidding, in certain places, 983.

SPORTS (see also "Coasting;" "Fireworks;" "Shows;" "Game;" "Ball Playing;" "Foot Ball")—

on streets, forbidding, 924.
horse racing, see "Races," etc.

SPRINKLING—

of streets, in general, 1291.
power to contract for, p3668n.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

SPRINKLING—Continued.

- power to expend money for, 2167.
- power to tax to pay for, 2372.
- duty to supply water for, p3574n.
- condition to grant of street franchise, p3450n.
- requiring street railway companies to sprinkle streets, 955.
- reasonableness of such regulations, 955, p2104n.
- railways as constituting distinct class, 955, p2105n.
- mandamus to compel by street railway, 1766.
- special assessment for, 2019, 2036.
- license tax on carts, p2251n.
- liability for negligence in, 2636, p5437n.

SPURS—

- railroad spurs in street, private connection, 1363.

SQUARES, see "Public Squares."**SQUATTERS—**

- cannot dedicate, 1555.

STABLES, see "Livery Stables."**STAGE COACHES (see also "Vehicles;" "Omnibuses")—**

- licensing, 989, pp2194, 2211, 2251n.
- permit to run in park, 1157.

STAGNANT WATER—

- as nuisance, abatement of, 904, p1928n.

STAIRS—

- extending into street, 1349, pp1982n, 1996n, 2908.
- dedication of, p3253n.
- opening in sidewalk, guarding by lights or otherwise, p5707n.

STALLIONS—

- prohibiting exhibition or keeping of in certain districts, 957, p1546n.

STALLS—

- in markets, 665.

STANDS—

- on sidewalk or street, 925, 1355.
- particular kinds of, see "News Stands;" "Fruit Stands," etc.
- licenses for, p2194n.
- for vehicles, etc., regulating, 924, and see "Hackstands."

STANDPIPE—

- right to put in street, 1316.
- as nuisance, p5448n.
- municipal liability for torts, p5515n.

STATE—

- as municipal corporations, 109, p266n.
- powers of legislature, see "Legislature."
- power to create municipal corporations vested in, 121, pp295, 296n.
- recognition by, of existence of incorporation, 152, p349n.
- may create, change and destroy municipal corporations, pp295, 296n.
- may dissolve municipal corporations, 304.
- state laws, distinguished from ordinances, 875.
- when ordinances supersede, 843.
- when charter provisions supersede, 841, 842.
- condemning land of, 1502.
- property outside, condemnation of, 1495.
- adjustment of accounts with, 2182.
- bridge constructed by, liability of city where unsafe, 2749.
- grant of right to discharge sewage into state waters, 1443.
- power of city to contract with, 1167.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

STATE—Continued.

power to question purchases by city, 1124.
power to dedicate, 1548.
right to forfeit street franchise, 1666.
actions in name of to enforce police regulations, 1035.
suit by to abate nuisance in street, 1368.
quo warranto by, 1764.
suits by attorney general, 2580.

STATE AFFAIRS—

defined and distinguished from municipal, 173, 174, p1862n.
relations in which subject considered, 175.

STATE OFFENSES—

distinguished from municipal, 876.

STATE OFFICERS—

changing of salaries of, by municipal corporations, 528.

STATEMENT (see also "Complaint or Information to Enforce Police Regulations")—

as commencement of prosecution for violation of ordinance, 1036.
of claim against city, sufficiency, 2469.

STATIONERY—

bids for, necessity, 1187.

STATUES, see "Monuments;" "Soldier's Monument;" "Memorial Arch."

STATUTE OF FRAUDS (see also "Writing")—

public improvement contracts, 1906.
verbal contract of employment, p1163n.

STATUTE OF LIMITATIONS—

as defense in actions against municipalities, 2489.
as defense in action by municipality, 2489.
as barring actions on warrants, 2260.
coupons, same rule as bonds, 2273.
enforcement of special assessments, 2142.
against special assessment lien, p4493n.
power to pay claim barred, 2168.
prescriptive rights, see "Prescription."

STATUTES (see also "Classification;" "General Laws;" "Special Laws").—

how differ from ordinances, 643, 644.
ordinances must conform to, 647.
exceptions, 648.
classification of, at common law, 199, and see "Classification."
as ratifying contract, 1258, 1261, and see "Curative Statutes."
notice of provisions of, bond purchasers, 2318.

STEAM—

forbidding use of, in propelling trains, 954, 1682, p2094n.
franchise to furnish, p3359n.

STEAMBOAT (see also "Shipping;" "Vessels")—

regulation of smoke stacks of, 734.
excluding from operation of laws forbidding emission of dense smoke, 918.
power to condemn property of, 1499.
municipal aid to, 2170.

STEAM BOILERS, see "Boilers."

STEAM CARPET BEATING—

regulation of, p1942n.

STEAM INSTRUMENTS—

city as liable where horse frightened by, p5682n.

STEAM MOTOR—

as additional servitude, 1702, pp3616, 3622n.

STEAM ROLLER—

prohibiting operation of, p3878n.

mismanagement of, municipal liability, 2722, p5596.

negligent use of, 2634, p5485n.

city as liable where horse frightened by, 2783, p5680n.

notice of to traveler when about to start, p5711n.

STEAM WHISTLE—

regulation of, p1942n.

requiring locomotive to blow, 954, p2096n.

injury from blowing of, 2627, 2772.

STENOGRAPHER—

competitive bids for position, 1190.

STEPPING STONES—

in street, 1358.

on sidewalk as nuisance, p1994n.

in street, injury from, city as liable, 2781.

STEPS—

encroaching on sidewalk, 1349, pp2907, 1996n.

revoking permit for, 1319.

necessity for where sidewalk of different height, 2786.

from sidewalk to crosswalk as defect, 2792.

close to building, injury from, 2787.

STOCK, see also ("Private Corporations")—

when municipal corporation cannot become stockholder, 185.

subscription to by municipality, 2170, and see "Donations;" "Railroads."

sale by municipality of shares owned by it, 1140.

shares of, subject to execution against city, 1160.

shares of as taxable, pp4995, 4998n.

shareholder as owner, right to sign petition, p3998n.

market price of, as indicating value of property, 1761.

STOCK YARDS, see "Police Power."

STONE COLUMNS (see also "Pillars")—

as street obstructions, 925.

STONE WALK—

in public highways as nuisance, p1994n.

STONES—

deposit of on streets as nuisance, 925.

ownership where excavated in improving street, p2826n.

throwing of on streets, forbidding, 924.

injury where thrown by blasting, 2663, p5498.

in driveway as actionable, 2779, p5680n.

projecting, in crushed stone sidewalk, injury from, 2785.

at edge of sidewalk, injury from, p5689n.

constructive notice of failure to guard pile of, 2814.

STOOP, see "Porch."

STOP, LOOK AND LISTEN—

duty of pedestrians, 1393, p5746n.

STORES AND SHOPS—

regulating closing of, 742, and see "Second Hand Stores."

forbidding occupancy of, during certain hours, 742.

STORM DOOR—

beyond house line as nuisance, p1996n.

STORMS—

as excusing repair of street, 2729 and see "Rain."
driving in as negligence, 2838.

STORM SEWERS, see "Sewers."

STRAYS, see "Animals."

STREAM, see "Watercourses;" "Navigable Waters;" "Surface Water."

STREET CARS, see "Street Railroads."

STREET CLEANING, see "Cleaning Streets."

STREET COMMISSIONERS—

notice to of defect in street, 2810.

STREET FAIRS, see "Fairs."

STREET FRANCHISES, see "Franchises."

STREET LIGHTING, see "Lighting;" "Electric Lights;" "Gas."

STREET SPRINKLING, see "Sprinkling."

STREET RAILROADS (see also "Subways")—

commercial railroads, see "Railroads."

general rules relating to public service companies, see "Public Service Companies."

what are, p1702n.

is "public utility," p3870n.

cars as having right of way, 1892.

contract to furnish electricity to, p3666n.

damages by delay during laying of sewer, p3529n.

delegation to of duty to repair, or guard excavations, in streets, 2728.

discriminations by, 1697.

mandamus to compel operation of and acts by, 1766.

municipal liability for torts of, p5434n.

failure of, to replace street barriers, as negligence of city, 2805.

injury from contact with trolley pole, city as liable, 2781.

negligence of as proximate cause, 2858.

hitting vehicle, proximate cause, 2845.

want of repair of tracks as proximate cause, 2849.

injury from snow thrown from tracks, city as liable, p5683n.

rights as against moving buildings, 1360.

ownership by municipality, see "Municipal Ownership," and 1784.

pp3796n-3801n, *et seq.*

payments for use of streets, 1645.

person crossing street to get on car, injury from defects in street, 2754.

power of municipality to rescind contract with, 1270.

property as taxable, 2393.

rules of as reasonable, 1712.

as to transfers, 1712.

tearing up tracks to lay sewers, 1846.

two in same street, p3526n.

how many tracks in street, p3472n.

Franchise to use streets.

general rules, see "Franchises."

necessity for, pp3878n, 3879n.

power to allow use of streets for, 1624, 1625.

grant of to individuals, 1630.

grant of to second company, 1625, p3417n.

necessity for consent of abutters to, 1640.

how franchise applied for, p3427n.

sale to highest bidder, 1641.

conditions on granting, 1644.

requiring road to be completed by certain date, 1646.

STREET RAILROADS—Continued.

paving as condition to, 1647.
election to vote on, p3431n.
assignment of, 1653.
power to revoke, 1661.
grounds for forfeiture of, pp3503, 3504n.
abandonment of, 1660.
rights on termination of, p3490n.

Abutters, rights of.

general rules, see "Abutting Owners."
tracks as additional servitude, 1702.
where carrying freight, 1705.
change of size of cars, damage to abutters, 1710.
signal tower in street, injury to abutter, p2954n.
municipal liability for damages to abutters from, 1935.

Regulation of.

general rules, see "Police Power."
power to regulate operation of, 953-955.
nature and kinds of regulations, 954, 955.
city authorizing use of tracks by another, 1673.
limiting number of passengers, 1682, p3547n.
requiring paving by, as impairing contract, p3531n.
ordering new lines, p3515n.
signal tower in street, p3515n.
requiring change or removal of tracks, 1682.
regulations as to receiving and discharging ladies or children as passengers, 735.
requiring fenders, 1682.
regulating frequency of service, 1682, 955.
requiring transfers, 1682.
requiring lighting of streets, 1682.
requiring heavier rails, p3547n.
requiring street sprinkling by, p3547n.
requiring track elevation, p3548n.
crossing precautions required, 1682.
requiring street railway company to sell tickets, 710.
selling tickets on cars, p1606n.
regulating collection of fares beyond corporate limits, p1906n.
license fees, 1683-1685, pp3553, 3555n.
release of from license fees, 2171.
preamble of ordinances forbidding smoking in, p1491n.

Rates of.

general rules, see "Rates of Public Service Companies."
"contract" fixing rates of fare, 1738.
contract not to lower rates, 1738.
reasonableness and regulations of rates, 1725, 1762, p3697n.
three cent fares, statute, p3701n.
power of city to regulate fares, pp3704, 3707n, 3710, 3711, 3712n.
what rate of income deemed reasonable, p3768n.
power to discontinue sale of strip tickets, p3689n.
specific performance of contract as to rates of fare, 2582.

STREET WALKING (see also "Prostitution;" "Pedestrians")—

forbidding, powers as to, p2107n.
right to jury trial, 1060.

STREETS—

Chapter on, 1273-1420, vol. 3.
rights of abutting owners on, see "Abutting Owners."
vacation of, see "Vacating Streets."
condemnation proceedings relating to, see "Eminent Domain."

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

STREETS—Continued.

- dedication of land for, see "Dedication."
- construction, improvement of, grading, paving, etc., see "Public Improvements."
- bidding for contracts for street work, see "Bids."
- grade of, see "Grade;" "Public Improvements."
- regulating use of under police power, see "Police Power."
- license to use, see "Licenses."
- grant of right to use, to public service companies, see "Franchises."
- license tax on persons using, see "License Tax."
- general rules as to property owned by city, see "Corporate Property."
- cleaning of, see "Cleaning Streets."
- use of by particular companies, see "Gas;" "Electric Light," etc.
- special assessments to construct or improve, see "Special Assessments."
- sewers and drains in, see "Sewers and Drains."
- parades in, see "Parades."
- municipal liability for injuries from defects in streets, see "Unsafe Streets."
- definition, 1280.
- cul de sac as, 1280.
- boulevard as, 1280.
- avenue as, 1280.
- subsurface as part of, 1281.
- bridge as, 1282.
- county roads distinguished, 1283.
- highways as, 1284.
- on annexation, 1287.
- as highways, 1284.
- alley as, 1285.
- sidewalk as part of, 1286.
- width and extension of, 1288.
- names of, 1289.
- grade of, 1290.
- street work, sprinkling, removal of snow, 1291, and see "Cleaning Streets;" "Snow and Ice."
- use of as public or private, 1292.
- not subject to execution, 1160.
- use of for sewers, 1436, 1427.
- mandamus to compel restoration of, 804.
- to compel opening of, 804.
- to compel construction of, 804.
- Acquisition, opening and establishment.**
- opening, 1304.
- mode of establishing, 1294.
- establishment by prescription, 1295-1303.
- prescription distinguished from adverse possession, 1296.
- basis of rule, a dedication distinguished, 1297.
- sufficiency of user, 1299.
- duration of user, 1300.
- against whom prescription may be asserted, 1301.
- extent acquired, 1302.
- statutes and charter provisions affecting, 1303.
- power to dedicate for, 1543.
- power to condemn for, 1491, 1460.
- condemning property already devoted to public use, for, p3132n.
- power to condemn railroad lands for, 1500.
- power to lease land for, 1113.
- opening as acceptance of dedication, 1580.

STREETS—Continued.

discretion of municipal authorities in establishing and improving, 377, p838n.

discretionary power to establish and fix width, etc., 924.

existence of, necessity to validate special assessment, 2114.

contract to keep unobstructed, invalid, p2581n.

removal of dirt from, p1084n.

commissioners and control of, 442.

officers having charge of, whether state or municipal, 130.

department of, under Des Moines plan of city government, 341.

Ownership of, and control over.

ownership of, 1305-1309.

right to soil and minerals under, 1309.

title acquired to by condemning for, 1522.

municipal corporation has no proprietary interest in, p520n.

legislative control of, paramount, 227, 234, 1310 *et seq.*, p515n.

power delegated to municipal corporations to regulate, 228.

right is public, 229.

municipal control over, 1310, *et seq.*

power to lease part of, 1313.

sale of, by municipality, 1141.

lease of, 1145.

abandonment of, 1612, 1399, 1400.

failure to open or work, effect of, 1401, 1611.

vacation of, 1402-1420, and see "Vacating Streets."

loss of title to, by adverse possession, 1396.

by estoppel, 1397.

condemnation of by railroad company, 1501.

Construction and repair of.

general rules as to street improvements, see "Public Improvements."

improvement of before establishment, 1842.

discretion as to improving, 1834, 1835.

mandamus to compel improvement of, 1836.

improvement of beyond municipal limits, 1824.

power to change course and width of, 1831.

negligence in construction or repair of, municipal liability, 2634, 2635.

duty to keep in repair as nondelegable, 2663, pp5489, 5490.

what officer to repair, p1085n.

devise in trust for repairing streets, valid, 1129.

liability of municipal officers for failure to keep in reasonably safe condition, 537.

indictment for failure to keep in repair, 2522, p1202n.

Nuisances in.

obstructions in, as nuisances, 925, p1980n, and see "Nuisances."

temporary, for deposit of building material, goods, etc., 925.

power to remove, 926.

Use of.

use by municipality other than for travel, 1314.

band stands, fountains, monuments and voting booths, 1315.

water works, stand pipes, and tanks, 1316.

power to permit encroachments, 1317, 743.

encroachments and obstructions on, 924-926, 1333 *et seq.*

extent of, 1334.

effect of municipal acquiescence, 1335.

power to permit, 1317, 1333.

estoppel to object to, 1320.

permits by municipality to use, effect, 1318, 924.

revocation of, 1319.

additional servitudes, 1700-1710.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

STREETS—Continued.

- temporary encroachments on, by abutter, 1338-1340, 924.
- delivering and receiving goods, 1339.
- building materials, 1340.
- overheard encroachments, 1341.
- overhead bridge across street, 1342.
- excavations in, right to, 1343, 924.
- use of subsurface for areaways, etc., 1343.
- pipes and drains, 1344.
- wells and cisterns, 1345.
- excavations as nuisances, 1346.
- as affecting lateral support, 1347.
- effect of permit for, 1348.
- abutting owners, rights of, see "Abutting Owners."
- tress in, 1326-1328.
- right to cut or remove, 1327.
- conferring power on individual to place boxes for waste paper on, 931.
- general municipal power to regulate and keep free from obstructions, 924.
- regulation of, by police board, 386.
- power to remove obstructions in and method of, 926.
- power of control cannot be delegated, 382.
- obstructing with cars and trains may be forbidden, 955, p2094n.
- advertising on vehicles or persons using, 931, pp2026-2029n.
- forbidding opening of, to lay gas pipes in, during winter season, 734.
- sales of goods, etc., on, p1984n.
- regulations against obstructing, with vehicles, 924, p1984n.
- what is public relating to certain police regulations, p1983n.
- Use of by Public.**
 - public use paramount—extent of use, 1391.
 - relative rights of travelers in use of, 1392.
 - no duty to stop, look and listen, 1393.
 - automobiles, 1394.
 - negligence of persons using street as making them liable for personal injuries, 1395.
 - closing for travel, necessity for sign or barrier, 2803.
- Particular obstructions or encroachments.**
 - awnings, signs, bill boards, steps, bay and oriel windows, 1349, 927.
 - buildings in streets, 1350.
 - docks and wharves, 1351.
 - fences, gates and doors, 1352.
 - fairs and carnivals, 1353.
 - fireworks, 1354.
 - goods on sidewalk, 1355.
 - grandstands, 1356.
 - hackstands, 1357.
 - hitching posts and stepping stones, 1358.
 - market places and buildings, 1359.
 - moving buildings through streets, 1360.
 - platforms in street or over sidewalks, 1361.
 - poles, 1362.
 - private railroads and switches, 1363.
 - race course, 1364.
 - railroad depots, 1365.
 - storage for wagons, 1366.
 - weighing scales, 1367.
- Remedies where street obstructed or encroached on.**
 - of municipality, 1368-1374.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

STREETS—Continued.

- ejectment, 1369.
- summary removal, 1370.
- action to abate or enjoin, 1371.
- criminal prosecution, 1372.
- remedies of private persons, 1374-1381, and see "Abutting Owners."
- necessity for special injury, 1382-1389.

STRIKES (see also "Labor Unions.")—

- picketing in case of, 941.

STRING (see also "Wires;" "Ropes")—

- around grass plot, running into, p5711n.

STRINGERS—

- rotten, under sidewalk, city as liable, 2785.

STRUCTURES (see also "Buildings")—

- near street, fall of, city as liable, 2777.

STUMP—

- injury from driving into as actionable, 2772.
- in sidewalk, injury from, 2787.
- driving against as contributory negligence, 2838.

SUBCONTRACTORS—

- bond to secure, 1960.
- rights and liabilities of, 1987.

SUBJECT—

- of ordinances, what to embrace and how expressed, 681-683.

SUBSCRIPTIONS (see also "Donations;" "Railroads")—

- to stock of private corporations by municipality, 393.
- constitutional prohibition, 394.
- grant of power; restriction and construction, 395.

SUBORDINATES—

- tenure of, 492.
- employment of, for municipal corporation, 500.
- liability of officer for wrongful or negligent acts, of, 548.
- power of officer to appoint, 635.
- removal of, 559, p1233n.

SUBWAYS—

- power to construct, 928.
- legislative control over, p8903n.
- in park, 1157, p2546.
- condemning for, p3110, 3079n.
 - power to condemn to widen street for, p8121n.
- use of streets for is lawful, 1314.
- revoking license for use of street, 1319.
- delegation of powers as to, p3913n.
- officers of as agents of city, p5480n.
- what officer may grant rights in, p3443n.
- contract for as franchise, p3368n.
- private, grant of right to use street, p3408n.
- as additional servitude, 1706.
- liability to abutters, p2854n.
- municipal ownership, pp3798, 3810n.
- lease of to third persons, 4612, p3800n.
- compelling construction of, 1793.
- rights of lessees of, p3863n.
- set offs against damages from construction of, p 4269n.
- equipment of as taxable, p5005n.
- municipal liability for torts, 2685.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

SUBWAYS—Continued.

negligence of contractors putting in, p5631n.
excavating for, duty to inspect for defects in street, p5733n.

SUCCESSOR, see "Officers."**SUGAR—**

beet sugar mills as internal improvements, 2279.

SUMMARY INVESTIGATION—

of municipal expenditures, 2577, p5317n.

SUMMONS—

service of, 2496.
in proceeding to enforce police regulations, 1036, 1037.
quashing for failure to furnish list of witnesses, 1069.
motion to quash, proceedings to enforce ordinance, 1058.
issuance beyond city limits, city courts, 1081.

SUNDAY—

requiring observance of, 963.
forbidding stores and shops open on, p1806n.
state law forbidding conducting business on, under municipal license, p1863n.
prohibiting liquor sale on, pp2120, 2121, 1861n.
complaint for selling liquor on, 1052.
violation of Sunday laws, right to jury trial, 1060.
evidence in prosecutions for violating Sunday laws, 1073.
enjoining police from enforcing Sunday law, 2429.
duty to repair street on, p5610n.

SUPERINTENDENT—

as laborer, p955n.
of streets as officer, p944n.
as servant of city, pp5473, 5474n.
of schools as an employee, p948n.
of water works as employee, p944n.
of public instruction, 2440.

SUPERPHOSPHATE OF LIME—

forbidding manufacturing, 907.

SUPERVISOR—

of town as sole corporation, 111.
legislative officer of municipal corporations, 573.
legislative power in city and county of San Francisco, 338.

SURETIES (see also "Guaranty;" "Officers")—

liability on contractor's bonds, 1961-1963.
recital in bond as precluding defense of ultra vires, p2775n.
action on official bonds, 546, 547.

SURFACE WATER—

definition, 2702.
duty to take care of, 2707.
public improvements as interfering with, 2708, 2002.
injury from as actionable, 2708-2711.
statutes, etc., 2709.
in case of negligence, 2710.
throwing on land in body, 2711.
discharge of on private property, 2700, 1442.

SURGERY—

regulations as to practice of, 899, and see "Physicians."

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

SURRENDER—

- of charter, see "Charter."
- of warrants, see "Warrants."
- of municipal bonds, see "Municipal Bonds."

SURVEY—

- power to tax to pay for, 2372.
- as acceptance of dedication, 1580.

SURVEYOR—

- as employee, p945n.
- fees of, included in special assessment, 2095.

SUSPENDING RULES—

- vote necessary in, 597.

SUSPENSION—

- of officers, 561.
 - power to remove as including, 562.
 - salary or compensation in case of, 520.
- of ordinance, 669.
- of policemen or firemen, 2420.

SWAMPS—

- as nuisance, power to abate, p1928n.
- discharge of storm sewers in, 2700.
- compelling city to drain, p3903n.
- bonds to drain, 2279.

SWEEPING, see "Cleaning Streets."**SWINE—**

- power to regulate, 912.
- keeping of hogs, as nuisance, 912, p1752n.
- forbidding keeping in city limits, p1591n.
- running at large, 902, 943, p2051n.
- on sidewalk, defense, 1086.
- permitting on sidewalk, evidence, 1073.

SWINGBOAT—

- forbidding keeping of, p1593n.

SWITCHES—

- private switches in street, 1363.
- as additional burden on abutters, p3653n.

T.**TABLE—**

- on sidewalk, collision with, 2781.

TAKING (see also "Eminent Domain")—

- special assessments as, 2018.
- interference with surface water as, 2709.
- pollution of water as, 2706.

TALLOW CHANDLER SHOP—

- regulation of, p1942n.

TANKS—

- right to erect in street, 1316.

TAVERNS, see "Hotels."**TAXATION DISTRICT—**

- special, for "municipal purposes," 110.
- as public corporations, 106.

TAX BILLS—

- validity of where authority as to work is delegated in part, 1822, and see "Special Assessments."

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

TAXES (see also "Special Assessment")—

apportionment between, state, county and city, 2182.
distinguished from regulation of commerce, 778.
eminent domain distinguished from, 1454.
imposed by municipality see "Municipal Taxes;" "License Tax."

TAXPAYER (see also "Municipal Taxes;" "Taxpayer's Suits")—
when estopped from questioning validity of ordinance, 797, 801.

TAXPAYERS' SUITS—

propriety of action in general, 2575.
statutory provisions, 2576.
New York statutes, 2577.
effect of remedy at law, 2578.
title to office not triable, 2579.
action by attorney general of state, 2580.
certiorari as remedy, 2581.
actions on behalf of municipality, 2582.
right of taxpayers to intervene or defend, 2583.
motive of plaintiff immaterial, 2584.
who may sue, 2585.
pecuniary interest, 2586.
injury different from other taxpayers, 2587.
estoppel to sue, 2588.
time to sue and laches, 2589.
acts which may be enjoined, 2590.
passage and enforcement of ordinances, 2591, 1686, 801.
acts relating to bonds, 2592.
making or performance of illegal contracts, 2593.
letting of contracts where competitive bids, 2594, 1243.
incurring indebtedness above debt limit, 2595.
where lease for inadequate sum, 1145, p2524.
to control method of conducting election, 803.
against business undertaking by municipality, 1815.
to test validity of annexation or detachment proceedings, 288.
unlawful expenditures or diversion of funds, 2596.
levy and collection of taxes, 2597.
payments, 2598.
collection of judgment, 2599.
misuse of municipal property, 2600.
demand before suit, 2601.
parties, pleading and proof, 2602.
judgment, 2603.

TAX SALES—

power of city to purchase at, 1107, and see "Municipal Taxes"

TEACHERS, see "Schools."

TEAMS—

regulating hitching and attending of, in street, 939.

TELEGRAPH AND TELEPHONE—

as quasi public corporation, 106.
as additional servitude, 1707, 1709.
discriminations as to use of poles, 739.
license fees, 1683-1685, 1019.
mandamus to compel payment of, 1766.
rights as against electric light company, p3524n.
special assessment on poles and wires, p4382n.

Grant of right to use streets.

general rules, see "Franchises."
grant to use street for as franchise, 1617.
right to use streets, 1621, 1629.

TELEGRAPH AND TELEPHONE—Continued.

power to grant use of streets for, 1624, 1625.
street franchise as exclusive, 1635.
free municipal service, condition to street grant, 1644.
modifying franchise as release of indebtedness, p4604n.
construction of street franchise, 1652.
power to revoke grant to use street, 1661, pp3497, 3498n.
rights on termination of franchise, p3490n.
estoppel to object to conditions in franchise, p3571n.

Regulation of.

general rules, see "Police Power."
regulations as to poles, 928, p2014n.
fixing location of poles, 1680.
requiring change to another street, 1680.
requiring underground wires, 1681.
requiring continuous telephone service, p3527n.
police power over street franchise, p3534n.
regulations as interference with interstate commerce, 786 et seq., and
see "Interstate Commerce."
taxation and regulating delivery of messages, 786.
requiring wires underground, 788.
license tax on as interference with commerce, 779, 783.

Dealings with patrons.

general considerations, see "Rules."
duty to serve all alike, 1689, p3578n.
grounds for refusing service, 1690-1693.
right to refuse service because of failure to pay, p1690n.
right to refuse to deliver messages, p3578n.
rule of forbidding extensions, p3576n.
credit for inefficient past service, p3577n.
cost of service connections, p3585n.
discriminations between patrons, 1697.
office hours as reasonable, p3658n.
time when bills due, p3705n.
mandamus to compel service, p3782n.

Rates of.

general rules, see "Rates of Public Service Companies."
franchise as limiting rates, 1738.
contract not to lower rates, 1738, 3717n.
special service contracts, p3689n.
power to regulate rates, 1725-1762, pp3707, 3708n.
matters considered in regulating rates, p3740n.
depreciation in value, pp3755, 3756n.
what rate of income deemed reasonable, pp3766, 3767n.

TENANT, see "Leasee."

TENANTS IN COMMON—

city may hold as, 1122.
power to dedicate, 1553.
power to sign remonstrance against improvement, p4006n.
right to sign petition for co-tenant, p4000n.

TENDER, see "Payment."

TENEMENT HOUSES—

regulation of, 980, 322.

TENPIN ALLEY, see "Bowling Alleya."

TENT—

within limits of street, as nuisance, 926.

TERM—

of office, when it begins, 477, p1040n.
expiration of, p1040n.

TERMINALS—

railroads, special assessment of, 2051.

TERRITORIES—

debt limits on municipalities in, p4680n.

TERRITORY, see "Boundaries."

TEXTILE SCHOOLS—

donation to, 2165.

THEATRES—

power of city to erect, 1117.
power to expend money for, p4596n.
power to levy taxes for, 2372.
in city building, lease of, 1145.
general regulation of, 950.
power to impose police charges on, 950.
require officers to attend at expense of, 734.
requiring women to remove hats, 976.
forbidding sale of tickets on streets, etc., 924, p1985n.
license fees, 1024.

TIDE LANDS—

sale of, 1141.

TIME (see also "Statute of Limitations")—

as essence of improvement contract, 1923.
acceptance of dedication, 1587.
appointment of officers and employees, 461.
bonds become due, 2289.
completion of public improvement, 1893.
damages accrue from public improvements, 1939.
duration of contract, 1253.
for water or light supply, 1720.
duration of street franchise, 1654-1669.
expiration and suspension of ordinances, 669.
holding elections, 414, pp915-917n.
indebtedness arises, 2232.
length of user to establish dedication, 1565, 1582.
offer of reward, time binding, 391.
making special assessments, 2078, 2079.
ordinance, introduction and passage of, 638.
legislative body composed of double board, 639.
ordinances, signing and approving, 691.
ordinances, publication and notice of pendency, 693.
ordinances take effect, 666-668.
contingency, 668.
publication, p1449n.
in England, p1449n.
presentation of claims against city, 2462.
public improvements, 1841.
publication of advertisement for bids, 1213, 1214.
publication of debt election notice, 2197.
publication of notice of special assessments.
publication of notice to confirm special assessment, p4473n.
removal of snow or ice, 2770.
service of notice of proposed local improvements, 1853.
special assessment due, 2189.
special assessment lien attaches, and for how long, 2107, 2108.
tax payer's suit, 2589.

TIME—Continued.

to remedy defect in street after notice of, 2729.

variance as to, 1078.

constructive notice of defect in street based on length of time, 2814.

length of time snow and ice remain to impute notice of defect, 2817.

TIME KEEPER—

not laborer p855n.

TIPPLING HOUSE, see "Hotels;" "Intoxicating Liquors."

TIRES—

regulating width of, of vehicles, 922.

TITLE—

extent of, to land, acquired by city, 1122.

to streets, 1205-1209.

acquired by dedication, 1600, 1601.

on abandoning dedicated land, 1612.

extent of, acquired by condemnation, 1512.

to street, on vacation, 1415.

acquired at special assessment sale, 2155.

to street, effect on municipal liability where unsafe, 2722, 2472.

marketability of as affected by street encroachments, 1336.

to office not reviewable in taxpayer's suit, 2579, 2577.

to act of incorporation, sufficiency of, 161-163.

of ordinance, necessity and sufficiency, 678, 681-683.

provisions of, to conform to title, 684.

in revision of ordinances, 685.

in construction of law or ordinance, 812.

pleading ordinances by, 851.

TOBACCO (see also "Cigarettes;" "Smoking")—

license tax on dealers, p2226n.

tax for dealing in, separate from grocer's license, 1003.

prohibiting making of cigars in tenement houses, 920.

TOLL ROADS AND TURNPIKES—

not streets, 1280.

as public corporations, 106.

special assessments for, 2024.

municipal power to improve, p2896n.

power to aid private corporation in constructing, p1902n.

TONNAGE—

distinguished from wharfage, 405.

duty of, ordinance laying unconstitutional, 740.

fee for examination as to sanitary condition is not, 792.

on vessels engaged in commerce, 784.

TORT FEASORS—

right to recover for injuries from unsafe street, 2762.

TORTS, MUNICIPAL LIABILITY FOR—

liability for unsafe streets, see "Unsafe Streets."

liability for defective sewer and drains, see "Sewers and Drains."

chapter on municipal liability for torts, 2604-2718, vol. 6.

liability recognized, 2604.

municipal liability for in general, 2604.

liability of quasi municipalities for, 2605.

nature and cause of injury, 2606.

injury as necessary consequence of the act, 2607.

nonfeasance, 2608.

injuries to property resulting from negligence, 2609.

personal injuries resulting from "negligence," 2610.

trespass and conversion, 2611, and see "Trespass."

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

TORTS, MUNICIPAL LIABILITY FOR—Continued.

- liability for conspiracy, 2613.
- actions "by" municipalities, 2614.
- action over by municipality, 2615.
- negligence as basis of recovery, 2616.
- liability as precluded by want of power to perform, 2617.
- municipal liability for death, 2618.
- who may sue, 2619.
- employees of municipality, 2620.
- personal liability of officers for torts, 2621.
- debt limit as defense, 2217, 2239.
- waiver of and suit in assumpsit, 2487.
- liability in regard to "corporate" duties, 2622.
- liability in regard to "governmental" duties, 2623.
- rule in admiralty, 2624.
- governmental duties distinguished from corporate duties, 2625.
- imposed duties not distinguished from those voluntarily assumed, 2626.
- border line cases, 2627.
- legislative, judicial and discretionary duties distinguished from ministerial duties, 2628.
- judicial acts, 2629.
- exercise of police power, 2630.
- failure to pass or to enforce ordinances, 2631.
- granting, refusing or revoking license, 2632.
- ultra vires acts, 2637.
- lawful act unlawfully done, distinguished, 2638.
- wilful or malicious acts not necessarily ultra vires, 2639.
- acts under, or enforcing, void ordinances, 2640.
- duty to employ competent coservants, 2665.
- contract imposing liability for on contractor, public improvements, 1911.
- Relation of master and servant.
 - doctrine of respondeat superior, 2652.
 - necessity for relationship of, 2653.
 - by whom appointed or paid immaterial, 2654.
 - duties directly imposed by statute on officer, 2655.
 - acts beyond scope of agents' authority, 2656.
 - ratification, 2657.
 - independent boards as municipal agents, 2658.
 - de facto officers, 2659.
 - licensees, 2660.
 - independent contractors, 2662.
 - exceptions to rule of non-liability, 2663.
 - agreements with contractor as to liability, 2664.
- Torts connected with particular property, acts, or officers.
 - bathing beaches, 2687.
 - bridge tenders, 2670.
 - building department, 2671.
 - buildings owned by city, 2674, 2675.
 - cemetery, owned by city, 2688.
 - city engineer, 2661.
 - cleaning streets, 2636.
 - corporate property owned by municipality, 2672-2688.
 - business conducted for profit, 2673.
 - de facto officers, 2659.
 - destruction of property, 2648.
 - statutes, 2649.

TORTS, MUNICIPAL LIABILITY FOR—Continued.

- dumping grounds, 2636.
 - exhibitions by municipality, 2647.
 - ferry, municipal, 2686.
 - fire stations, apparatus, and firemen, 2432, 2643.
 - health officers, 2669.
 - independent contractors, 2662-2664.
 - jails, 2642.
 - licensees, 2660.
 - light plant owned by city, 2690.
 - lighting streets, 2645.
 - market places and buildings, 2676.
 - mobs and riots, 2650.
 - what are, 2651.
 - nuisances, creation of and failure to abate, 2641, 900, p1926n.
 - parks, 2678.
 - patents, infringement of, 2646.
 - plans defects in, 2633.
 - for sewers and drains, 2693.
 - inadequate sewers, 2694.
 - police officers, 2431, 2666.
 - police stations, 2642, 2666.
 - poorhouse officers, 2668.
 - pound officers, 2667.
 - public improvements, construction and repair, 2634.
 - minority rule, 2635.
 - quarry, 2679.
 - railroads owned by city, 2685.
 - schools, 2675.
 - sewers and drains, see "Sewers and Drains."
 - special assessments, collection of, 2644.
 - subway, municipal, 2685.
 - surface water, 2700, 2707, *et seq.*
 - discharge on private property, 2700.
 - injury from public improvements, 2708, 2709.
 - in case of negligence, 2710.
 - throwing water in body on land, 2711.
 - taxes, collection of, 2644.
 - watercourses, 2701-2706.
 - obstructions of, 2702.
 - culverts, 2703.
 - rights of riparian owners, 2704.
 - use of by sewers, 2705.
 - pollution of by sewers, 2706.
 - water plant owned by city, 2690.
 - hydrants, 2683.
 - impure water, 2684.
 - insufficient water to extinguish fire, 2682.
 - wells, public, 2681.
 - wharves, piers, etc., 2677.
 - workhouses, 2642.
- Notice of accident.**
- notice of defect distinguished from, 2713.
 - statutory and charter provisions, 2714, 2465.
 - object and purpose, 2715.
 - excuses for failure to give notice, 2716.
 - time for filing notice, 2717.
 - sufficiency of notice, 2718.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

TOWEL SUPPLY—

license tax on, 1003.

TOWING, see "Shipping."**TOWN HALL (see also "City Hall")—**

as place of corporate meeting, 575.

power to expend money for, 2167.

power to erect on public square, pp2537, 3333n.

sale of, p2518n.

lease of, 1145.

trust for, as for a corporate purpose, 1129.

TOWNS—

in ancient Rome, 29, 31.

growth of in middle ages, p72n.

how towns differ from early English, p283n.

original meaning of, in England, p318n.

as public corporations, 106.

meaning of term, as municipal corporations, 108, pp263, 264n.

generic term for municipal corporations, pp283, 284n.

organization of, in New England, 64, and see "New England Towns."

term as embraced in "city," p5465n.

liability for torts, 2605, p5380n.

TOWNSHIP—

defined, pp263, 270n.

in early England, 44.

in United States, 64-66.

as public corporation, 106.

as quasi corporations, 111.

as municipal corporation for school purposes in Indiana, 113.

where corporation authority of vested, pp1263, 1264n.

cannot subscribe to capital stock of corporations, 186.

are restricted as to indebtedness, 186.

board of, to keep records, p1358n.

TRACKS—

grant of right to use streets for, see "Franchises."

compelling change of or removal, 1682 and see "Railroads" and "Street Railroads."

additional ones, rights of abutters, 1710, and see "Abutting Owners."

TRACTION ENGINES—

right to use streets, p2966n.

TRADE (see also "Restraint of Trade;" "Interstate Commerce;" "Licenses;" "License Tax;" "Monopolies")—

regulation of, under police power, 890, 891, and see "Police Power."

TRADES UNION, see "Union Labor."**TRADING (see also "Municipal Trading")—**

on street at night by children forbidden, p1592n.

TRADING STAMPS—

prohibiting giving of, p2117n.

tax on, 1014, p2233n.

TRAINS—

power to regulate operation of, 953.

nature and kind of regulation, 954, 955, and see "Railroads" for details.

TRANSFERS—

regulating street railway, 955.

requiring street railways to issue, 1682.

condition to grant of street railway franchise, 1644.

in territory annexed, p3527n.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

TRANSFERS—Continued.

rules as to as reasonable, 1712.
of officers and employees, 509.

TRANSIENT MERCHANTS—

who are, 1013, and see "Hawkers and Peddlers;" "Itinerant Merchants."

TRAPDOORS—

falling through, city as liable, 2750, p5691n.
railing or guard when left open, p5708n.
walking into open, as negligence, 2825.
stepping on as negligence, 2838.

TRAVEL (see also "Unsafe Streets")—

diversion of by street improvement, 1998, and see "Abutting Owners."
diversion of as result of defective streets, injury to business as action-
able, 2764.

TRAVELERS (see also "Pedestrians")—

right to sue for injuries from unsafe streets as limited to, 2754.
who are, 2754.
child as, 2757.

TREASURER (see also "Funds")—

chief officer of municipal council in England, 59.
duty to pay warrants, 2252.
officer to pay bonds, 2344.
power to issue warrants, p4755n.
of village, distribution of moneys collected by, p1084n.

TREES.

in streets, 1326, 925, p1995n.
ownership, 1326.
right to cut or remove, 1326, 1327, pp1983, 5435, 5462n.
injuries to, rights of abutter, 1328.
right of city to trim, p3860n.
removal of as obstructions, pp2002, 2003n.
discretion as to declaring obstruction, p5393n.
trespass against municipality for destruction of, p5385n.
rights of grantee of street franchise, as to, 1652, p3420n.
municipal liability where roots cut by contractor, p5490n.
damages for injury to from street improvements, 2001.
cutting down, p4219n.
complaint for cutting, 1052, p2348.
fine for mutilating or destroying, 979.
as nuisance because darkening street at night, p5717n.
injury from as obstruction in street, 2781.
low limbs, injury from, 2781.
falling of, or of limb, city as liable, 2776, p5595n.
stumbling over root as contributory negligence, p5744n.
municipal power to direct planting of, 924, p1982n.
bequest in trust to plant, 1129.
special assessments for planting, 2029.

TRENCH—

falling into, city as liable, pp5635, 5675.
duty to guard, p5709n.
across sidewalk, guarding, p5691n.
contributory negligence as question for jury, p5762n.
negligence in filling up, city as liable, 2780, p5675n.

TRESPASS—

municipal power to prohibit, 979.
on street, injunction against, 1376.
liability of municipalities for, 2611.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

TRESPASS—Continued.

in making public improvement, liable for, 1968.
work involving, independent contractor as defense, 2663, p5493.
complaint for, 1052, p2348.
in what county action may be brought, 5168.
right of police to enter premises without a warrant, 2427.
by police, liability for, 2431.
when public officer liable for, in making arrest, p1170n.

TRIAL (see also "Questions of Law and Fact")—

ordinance prescribed mode different from state law, p1901n.
in proceedings to enforce ordinances, 1057-1069.
right to jury trial, 1059-1065.
right to jury trial on appeal, 1066.
trial *de novo* on appeal, violation of ordinance, 1094.
application for jury, 1067.
questions of law and fact, 1068.
direction of verdict, 1068.
technical rules disregarded, 1069.
costs, 1070.

TRICYCLE, see "Bicycle."

TROVER—

to obtain possession of municipal records, 631.

TRUCKS, see "Vehicles."

TRUSTS—

power of municipality to hold property in trust, 1128, 2457.
purpose of trust, 1129.
for poor, 1130.
for hospitals, 1131.
for library, 1132.
for education, 1133.
for religious purposes, 1134.
for patriotic purposes, 1135.
for burial grounds, 1136.
to lend money, 1137.
certainty of beneficiaries, 1138.
failure of trustee to act, 1139.
for charitable purposes, on change of municipal organization, 312.
legislature, control of trust funds, 233, pp530, 531n.
breach of, as ground for taxpayer's suit, 2575.
following trust funds, 2176, p5170n.
officers of municipal corporations as trustees, 573.
power of city to take title in another's name, p2456n.
power of trustees to dedicate, 1549.
power of trustees to sign petition, p3999n.
special funds as, 2179.
title of municipality to streets, 1307.
trustees as necessary parties to actions, 2494.
trustees of the poor as quasi corporations, 111.
taxes on, where city trustee, 1162, 2397.
where trust property taxable, 2390.
taxes as, 2412.

TUBERCULINE TEST—

milk, 969, p2151n.

TUNNELS—

power to construct, p3894n.
in street, compensation to owners of street, 1980.
liability of municipality for acts of contractor in constructing, p5488n.

TUNNELS—Continued.

waiver of provisions in contract for excavating, p4147n.
liability for unsafe, 2786.

TURNPIKES, see "Toll Roads and Turnpikes."

U.

ULTRA VIRES—

contracts, when ultra vires, 1172.
right of parties where contract is, 1172.
distinguished from "illegality," 1172.
part of contract as, effect, 1250.
purchase by city, seller cannot set up, 1124.
ratification of contracts where, 1256.
right of contractor with municipality to set up, 1376.
effect of where sale of municipal property is, 1152.
defense to action on bonds, 2351.
recovery where bonds are, 2349.
recitals in bonds, effect where bonds ultra vires, 2384.
defense to action on warrant, 2259.
power of legislature to ratify, 1894.
estoppel to claim conditions in franchise are, 1688.
acts of police, not liable for, 2431.
operating quarry as, p565n.
municipal exhibitions as, 2647.
torts, municipal liability for, 2637-2640.
destruction of property as nuisance, liability for, 2648.
construction of street as, liability where unsafe, 2741.
license to use streets as, city liable where street rendered unsafe, 2751.
pleading, anticipating defense of, 2495.
necessity to plead as defense, p5187n.
quo warranto attacking, 2532.
taxpayer's suit to prevent, 2590 *et seq.*
action by attorney general to enjoin, 3580.

UNBECOMING CONDUCT—

as ground for removing policeman, p5058n.

UNDERGROUND CONDUITS, see "Conduits."

UNDERGROUND RAILROADS, see "Subway."

UNDERGROUND WIRES, see "Wires."

UNIFORMITY (see also "Equality")—

taxes, 2880.
special assessments, 2021.
license ordinances, 998.
license taxes, 1001.
uniform system of local government usually required, 191, 192, pp803, 804n.
laws of general nature must have uniform operation, 198.
ordinance must prescribe uniform rule, 728.

UNINCORPORATED BODIES—

power to take title to land, 1111.

UNINCORPORATED TOWNS—

as quasi corporations, 111.

UNION LABOR (see also "Bids")—

requiring employment of, competitive bids, 1203.
power to require contractors to employ, p4118n.
award to lowest union labor bidder, 1228, p2689.

UNITED STATES, see "Federal Government."

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

UNIVERSITIES—

- nature of, as corporations, p252n.
- as a "corporate purpose," p2475n.
- way on campus as a street, p2784n.
- trust for, as valid, 1133.
- municipal aid to, 2169.
- conveyance of city land to, p2525n.
- power to issue bonds to establish, 2280.
- taxes in aid of, as for corporate purpose, 2372.
- power of city to erect dwelling for president of, p2478n.
- exemptions granted to, p2526n.
- exemption from special assessments, 2065.

UNREASONABLE ORDINANCES, see "Ordinances."

UNSAFE STREETS—

Chapter on, 2719-2855, vol. 6.

- contributory negligence of person injured, see "Contributory Negligence."
- notice of defects in streets, before accident, as condition to municipal liability, see "Notice."
- proximate cause of injury from, see "Proximate Cause."
- liability in general, 2719.
- general rule applicable to cities, villages and incorporated municipalities, 2720.
- minority rule, 2721.
- liability as imposed, limited or precluded by statutes, 2722.
- states in which there is no liability, common law or statutory, 2723.
- extent of liability, and essentials of cause of action, 2724.
- purposes for which street must be kept in condition, 2725.
- sidewalk not for driving on, 2726.
- runaway horses, 2726.
- persons physically incapacitated, 2726.
- must be negligence, 2726.
- municipality not insurer, 2726.
- res ipsa loquitur, 2726.
- reasonable care necessary, 2726.
- what is reasonable care, 2726.
- prior accidents at same place as sufficient to show negligence, 2727.
- duty cannot be delegated so as to shift liability, 2728.
- necessity for lapse of time between notice of defect and time of accident, 2729.
- miscellaneous matters held not defenses, 2730.
- lack of power to remedy conditions, 2731.
- lack of funds to repair, 2732.
- may be liable for acts of third persons, 2750.
- liability for negligence of licensee, 2751.
- licenses for amusements, shows or fireworks in streets, 2752.
- Particular streets as to which liability extends.
- streets must be public highways, 2733.
- streets outside municipal limits, 2734, 2741.
- streets not opened or improved, 2735.
- what included within term "street," 2736.
- streets and walks in outlying districts, 2737.
- streets in property annexed, 2738.
- injury outside street limits where street obstructed, 2739.
- abandonment of street as precluding liability, 2740.
- highway built and maintained *ultra vires*, 2741.
- Particular parts of streets to which liability extends.
- "width" of way as to which duty extends, 2742.
- sidewalks, 2743.

UNSAFE STREETS—Continued.

sidewalks partly or wholly outside limits of street, 2744.

failure to construct sidewalks as distinguished from failure to repair,
2745.

space between driveway and sidewalk, 2746.

crosswalks, 2747.

alleys, 2748.

bridges, 2749.

Who may sue.

in general, 2753.

right to sue as limited to "travelers," 2754.

person using wrong part of street or for improper purpose, 2755.

officers or employees of municipality, 2756.

children, 2757.

automobilists, 2758.

bicycle and tricycle riders, 2759.

owner of animal running at large, 2760.

person injured in front of own premises, 2761.

person injured while violating the law, 2762.

servants of third persons working on streets, 2763.

necessity for special damage; rights of abutters, 2764.

injury to business, 2764.

Particular condition as cause of injury.

defects in plans, 2766.

obstructions, 2767.

obstructions between driveway and sidewalk, 2768.

on driveway, 2781.

on sidewalk, 2787.

openings, excavations, holes and the like, 2769.

in driveway, 2780.

in sidewalk, 2788.

in crosswalk, 2793.

snow and ice, general rules, 2770.

on driveway, 2784.

on sidewalk, 2789.

on crosswalk, 2794.

moving objects, 2771.

defects outside limits of street, 2772.

noises or acts outside limits of highway, 2773.

openings or obstructions close to street, 2774.

overhanging and falling objects, 2775.

falling of tree or limb, 2776.

structures adjacent to streets, 2777.

falling objects caused by negligence of others, 2778.

in or on crosswalks, 2790-2794.

in driveway in general, 2779.

embankments, 2782.

objects frightening horses, 2783.

in or on sidewalks, in general, 2785.

steps or abrupt slopes, 2786.

in or on crosswalks, 2790-2794.

crosswalks compared with sidewalk, 2790.

actionable defects in general, 2791.

defects in construction, 2792.

Duty to guard and warn against danger.

general rule, 2795.

dangers created by third persons, 2796.

guards required by ordinance, 2797.

statutory provisions, 2798.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

UNSAFE STREETS—Continued.

application of rule to particular dangers, 2799.
 declivities and embankments, 2800.
 persons coming on street from private property or way, 2801.
 guards erected by third persons, 2802.
 guards closing street for travel, 2803.
 sufficiency of guards or warning, 2804.
 duty as a continuing one; effect of removal of guards, 2805.
 duty to light streets, 2806.
 notice of accident, after injury, 2855, 2712-2718.

URBAN IMPROVEMENTS, see "Public Improvements."

URBAN LANDS, see "Farms."

USAGE—

exercise of powers by virtue of, 369, 370, pp817, 818n.
 will not support appropriations for celebrations, entertainments, etc., 864.
 aid to construing improvement ordinances, 1897.
 in obstructing street, no defense, 1339.
 of presenting claims to wrong officers, 2467.
 as conferring power to contract, 1903.
 as defense where plans defective, p5426n.
 as justifying obstructions in street, 2781.
 as relates to construction of charter, 370.
 as rule of public service company, 1711.
 as validating unlawful expenditures, 2164.

USE AND OCCUPATION—

municipal liability for, 2488.

USER (see also "Abandonment;" "Nonuser")—

establishment of street by, 1298-1302.
 statutory provisions as to effect of, 1303.
 as acceptance of dedication, 1582, 1583.
 as establishing street grade, 1977.
 as showing intent to dedicate, 1563-1565.

USURY—

municipal regulation forbidding, p1901n.
 cannot permit pawnbrokers to charge, 978.
 warrants, p4757n.
 municipal bonds, 2272.
 sale of bonds at less than par, 2304.

V.

VACANCY—

in office, when it exists, 478.
 power to fill, 479, 455, 458, p918n.
 illegal appointment to, as de facto officer, 480.
 tenure of officer selected to fill, 487.
 holding till successor qualifies, 487, p1056n.
 counting quorum a majority in case of, 594.

VACANT LOTS—

as subject to special assessment, 2048, p4418n.

VACATING STREETS—

power to, 1402, 1834, and see "Public Improvements."
 motives and purpose of, 1403.
 discretion as reviewable, 1404.
 right to damages, 1405-1407, 1981, 1990.
 kind of injury sustained, 1408.
 cutting off access in one direction, 1409.

VACATING STREETS—Continued.

where abutter's land in different block, 1410.
depreciation in value, 1411.
procedure, 1412.
remedies, injunction, certiorari, 1413, 2007.
assessment of benefits, 1414.
effect of, and reversion of title, 1415.
temporary closing of street, 1416.
burden of showing street vacated or abandoned, 1417.
irregularity in, estoppel of municipality to urge, 1418.
reestablishment of street, 1419.
curative acts, 1420.
special assessments for, 2022.

VACATION—

of plat, 1560.
of special assessments, 2097-2102.
of officers, power to grant leave of, 510.

VACCINATION—

compulsory, when may be required, 890, 905, pp1935, 1936n.
complaint for failure to exhibit certificate of, 1052.
municipal liability for, p5499n.

VAGRANCY—

regulation of, under police power, 890.
state and municipal regulations as to, 887.
punishment of, 975.
sufficiency of complaint, p2439n.
right to jury trial, 1060.

VALIDATING ACTS, see "Curative Statutes;" "Ratification."

VALUE—

of property for taxation, 2405.
of property as diminished by public improvement, 1998.
of property as increased by public improvement, 2045.
assessed value, basis to fix debt limits, 2236.
of plant, fixing rates, 1748-1761.
depreciation in, on vacating street, as special injury, 1411.
depreciation in, from street obstruction, as special injury, 1386.
increase in, of city property, as showing business carried on for profit.

1171

VARIANCE—

in proceedings to enforce ordinance, 1078.
between petition and order for public improvement, 1838.

VARIATION—

in name of municipal corporation, 250, pp269, 270n.

VAT—

proximate cause of falling into, p5772n.

VAULTS (see also "Basements;" "Cellarways;" "Areaways")—

permit to construct under street, 1348.
rights of abutters under street, 1348.
regulating construction and maintenance of, 924.
license to build, p2208n.
in street, revoking permit, 1319.

VEGETABLES (see also "Fruit;" "Food")—

decayed, on sidewalk, slipping on, p5690n.

**VEHICLES (see also "Driving;" "Speed;" "Stage Coaches;" "Automobiles;"
"Bicycles")—**

right of way in streets, 1892.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

VEHICLES—Continued.

power to impose license tax on, 1010-1012, 988, p2392n.
 discriminations, 1010, p2225n.
 classifying for purpose of tax, 1010.
 double taxation 1011.
 amount of license fee, p2231n.
 license on as reasonable, p2206n.
 license on non-resident, 996.
 license fee on as tax for revenue, 992.
 regulating width of tires of, 983, 739.
 regulating weights of loads of, 934.
 use of sidewalks by, 988, 924.
 regulating stands for, 924, and see "Hacketanda."
 prohibiting certain kinds in parks, 1157.
 limiting time for stopping in street, 817.
 lights on, pp1593, 1748, 2414n.
 storing in street, 1866.
 in street as nuisance, p5450n.
 standing in street, as making it unsafe, p5679n.
 leaving in street as proximate cause, 2849.
 tying up thills of as proximate cause, 2844.
 jumping from as negligence, 2838.
 one unloading in street, recovery where street unsafe, 2754.
 driving on sidewalk, city as liable, 2755.
 street unsafe for where truck of extreme width, 2755.

VELOCIPEDES (see also "Bicycles")—

regulating use of on streets and public ways, 937.

VENERAL DISEASES—

prohibiting advertisements as to treatment of, 962.

VENUE—

of actions against municipalities, 2491.
 of action, regulating against connecting carriers as interference with commerce, 790.
 of action to enforce special assessment, 2148.
 change of proceedings for violating ordinances, 1069.

VERANDA, see "Porch."

VERBAL VOTE—

of council, validity of, 607.

VERDICT—

in proceedings to enforce ordinance, 1087.

VERIFICATION (see also "Countersignature")—

of claim against city, 2470.
 of complaint for violating ordinance, 1045.

VESSELS, see Shipping.

VESTED RIGHTS (see also "Repeals;" "Revocation;" "Impairment of Contracts")—

repeal of ordinances cannot destroy, 825.
 exercise of police power, 825.
 of contractors for public work, 764-770.
 cannot be impaired in annexing territory, 293.
 political powers cannot become, p528n.

VESTIBULES—

requiring on front and rear of cars, to protect employees, 955.

VETERANS—

preference in appointment and promotions of officers and employees, 461.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

VETERANS—Continued.

reduction of salary of, p1150n.
restrictions as to removal of, from office and place, 557, p1208n.
right to mandamus to compel reinstatement, 572.
salary or compensation of, in case of removal or suspension from office, 520, pp1180, 1131n.
licenses, discriminating in favor of, p2226n.

VETO—

by mayor of bill, ordinance or resolution, 692.
to be in writing, 692.
objection to, and approval of parts, 692.
veto of judicial action denied, p1505n.
consideration of, 702.
must contain reasons therefor, 692.
merely writing letter suggesting mandamus is not, 692.
of street franchise, 1638.
of tax ordinance, 2404.

VIADUCT—

over street, as nuisance, pp1994, 2891n.
power to build, as public improvement, p3889n.
enjoining maintenance of, p4308n.
in street, recovery by abutters, 1980.
elevated, as additional servitude, p3625n.
liability for unsafe, 2736.
trespass in construction of, liability of city, p5385n.

VICIOUSNESS—

of horse as proximate cause, 2854.

VIEW—

right of, 1322, and see "Abutting owners."
interference with as special injury to abutter, 1384, 1385.

VIGILANT WATCH—

requiring servants on trains and cars to keep, for person in vehicles on or approaching track, 955.

VILLAGES—

Semetic cities distinguished from, 11.
what term means, 108, p264n.
borough distinguished from, p264n.
is municipal corporation, p317n.
as city, p4825n.
as including towns, p4829n.
liability for unsafe streets, p5590n.
clerk as proper party in suit against, 2494.

VITRIFIED BRICK—

competitive bids, pp2655, 2665n.

VIVA VOCE—

vote of council may be so given, when, 607.

VOID INCORPORATION—

in creation of municipal corporations, 149.

VOLUNTARY PAYMENTS, see "Payment."**VOTERS AND VOTING (see also "Elections")—**

method of ascertaining in case of doubt, 586.
of legislative body, form of, 607.
by presiding officer, 584, 590, p1292n.
second time in case of tie, 584.
by mayor to confirm his own appointees, 591.
presiding officer to declare according to fact, 586.
when definite required, 596.

VOTERS AND VOTING—Continued.

- in approving official bond, 598.
- in election of officers by the council, 598.
- separate, not required if several resolutions are passed together, p1362n
- recording details of, in requiring, p1362n.
- on question in which officer is interested, criminal liability, 550.
- criminal liability for voting corruptly, 550.
- rescinding, in electing and appointing officers, 615.
- presumption that required vote to suspend rules, 619.
- on taking yeas and nays, record of, 620.
- amending records by, 626.
- voter as qualification to hold office, 446.
- necessary, in election of people, 598.

VOTING MACHINES—

- expenditures for, p4650n.

W

WAGER (see also "Gambling;" "Racing")—

- on election as ground of removal from office, 556.

WAGES see "Officers;" "Extra Pay;" "Compensation."

WAGONS, see "Vehicles."

WAITING ROOMS, see "Depots."

WAIVER (see also "Estoppel;" "Ratification")—

- of charges not made under oath in removal proceedings, 566.
- of written charges in removal proceedings, 566.
- of compensation by acceptance of less sum than that allowed by law, 523.
- of conditions in dedications, 1545.
- of damages for delay in performing contract, 1981.
- of damages from public improvements, 1988.
- of defects in performing improvement contracts, 1927.
- of defects in improvement proceedings, 2013.
- of defects in complaint, statement or information to enforce ordinances, 1055.
- of forfeiture of street franchise, 1667.
- of giving of notice of accident, 2714.
- of jury, 1067.
- of nonperformance of contracts, p3682n.
- of notice to confirm special assessment, 2098.
- of right to question validity of ordinance by plea of guilty, p1709n.
- of service of summons, 2497.
- of verification of claims, 2470.
- payment of special assessment as, 3123.

WALKS, see "Sidewalks;" "Crosswalks."

WALLS (see also "Party Walls")—

- implied contract to pay for, p2754n.
- as encroachment on street, 1823, pp2876, 2909n.
- as actionable nuisance, p5509n.
- in street, revoking permit, 1319.
- retaining walls, special assessment for, 2035.
- falling of, city as liable, 2777.

WARDS—

- division of city into, 296, 297.
- power to delegate, 296.
- election of members of municipal legislative body by, 573.
- changing boundaries of, to be by ordinance, when, 634.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-868; Vol. 3, §§ 889-1420; Vol. 4, §§ 1431-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

WAREHOUSE—

as encroachment on street, pp2875, 2945n.
diversion of travel from, special injury, p2960n.

WARNING (see also "Notice;" "Meetings;" "New England Towns")—
as to dangers in streets, see "Guards."
agreement with contractor as to, 2728.

WARRANTS—

in proceedings to enforce police regulations, 1036, 1037.
power to arrest without, for violating ordinances, 1038.
police, entering premises without, 2427.
attesting by corporate seal, 256.
For payment of money.
definition and nature, 2241.
as debts, 2229, p4699n.
power to issue, 2242.
audit and allowance of claim, 2243.
issuance at discount, 2244.
form and contents, 2245.
signature, 2246.
delivery, 2247.
duty to issue, 2248.
warrants not negotiable, 2249.
interest on, 2250.
rights of holders of, in general, 2251.
necessity for before suing on claim, 2490.
payment of, 2252.
from what fund payable, 2253.
priority in payment, 2254.
receivable in payment of taxes, etc., 2255.
for public improvements, as payable from special fund, 1950.
assignment of, 2256.
reissuance, funding, and calling in, 2257.
actions on, 2258.
defenses, 2259.
statutes of limitation, 2260.
mandamus, 2261, 2554, 2555.
for special assessments, foreclosure of, 2134.
holders of as necessary parties to actions, 2494.

WARRANTY—

on sale of municipal warrant, p4772n.

WASHHOUSES, see "Laundries."

WASTE—

of public funds, 2577.

WATCHMEN (see also "Police")—

necessity for to guard danger in street, 2804, 2805, p5715n.
at railroad crossings, 954.
not officers, p944n.
night, employment of by governor, p1086n.

WATER (see also "Surface Water")—

pool of as defect in street, 2765.
duty to guard pools of water in or near street, p5708n.
flowing on street, sidewalk, etc., forbidding, 924.
navigable, see "Navigable Waters."
nonnavigable, see "Watercourses."
water supply and waterworks, see "Water Supply and Waterworks;"
"Municipal Ownershp."

6 McQ.—68

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

WATER—Continued.

power to issue bonds to improve private water power, 2280.
reference to body of, in describing corporate boundaries, 263.

WATER BOX—

in street, injury from, city as liable, 2780, p5691n.
in sidewalk, projecting above or below surface, injury from, pp5686, 5687, 5691n.

WATERCOURSES—

definition, 2702.
duty of city to keep free from obstructions, 2701, p2002n.
municipal control over, 1437.
power of municipality to divert, 1444.
using as sewer, 2690, 2705.
connecting sewers with, 2690.
diversion of, injury to riparian owners, 2704.
changing into sewer, p8041n.
right to empty sewer into, 1439-1446.
public improvement obstructing watercourse, 2702.
pollution of, 2706.
enjoining pollution of, 2505.
contract for straightening, 1437.
condemnation of, p8076n.
power to condemn right to pollute stream, 1462.
rights of riparian owners after condemnation of, 1527.
rights of city as riparian owner, 1112, and see "Riparian Owners."
indictment of municipality for pollution of, 2524.
requiring property owner to clean out, 1437.
action by municipality to abate obstruction of, 1437.

WATER PLUG—

projecting above sidewalk, injury from, 2787.

WATER SUPPLY AND WATERWORKS—

creation and management of water department, 435, p973n.
water board as corporation, p973n.
corporation to supply not a municipal corporation, 110.
powers of water commissioners, p1084n.
commissioners as servants of city, 2653, 2658, p5482n.
water commissioners not municipal corporation, 111.
pollution of water supply, forbidding, 916.
passage of ordinance to protect supply as reviewable on certiorari, 896.
legislative control of water works, 220.
contracts for, 1717-1724.
implied promise to pay for, 1262, p2749n.
power of city to purchase land for, 1115, 1105.
power to acquire supply outside limits, 1824.
municipal aid to, 2170.
bonds to aid private persons in constructing waterworks, 2280.
municipal debt limit for, 2209.
installing system as current expense, 2219.
when debt created for supply of, 2232.
contract for term of years for supply, debt limits, 2233.
private waterworks as internal improvement, 2279.
unsafe street caused by, city liable, 2750.
ownership by municipality, see "Municipal Ownership," and 1782, 1785, pp3794, 3802, 3803, 3811, 3812, 3817-3824n, *et seq.*
submitting to vote ownership of, with light plant, 2198, and see "Elections."
discretion in submitting propositions to establish to voters, 876.
not subject to execution, 1160.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

WATER SUPPLY AND WATERWORKS—Continued.

supply as public improvement, 1816.

bonds of, where plant purchased by city, as debt of city, 2223.

power to levy special assessments for, 2040, 1796.

what property may be specially assessed for water mains, 2055.

municipal liability where impure, 2684.

liability for torts where owned by municipality, 2680.

injury to supply from city waterworks, p5516n.

failure to abate private water station in street, city liable, p5632n.

requiring property owners to lay pipes, 1826.

right of abutter to lay pipes in street, pp2901, 2902n.

Rights and liabilities of water companies.

general rules as to right to use streets, see "Franchises."

general rules as public service companies, see "Public Service Companies."

right to erect plant in street, 1316.

grant to lay pipes in street as franchise, 1617.

power to grant use of streets for, 1624, 1625.

street franchise as exclusive, 1635.

requiring permit to lay pipes, p3538n.

right to lay pipes in adjoining municipality, p3376n.

power to lay pipes not power to supply water, p3515n.

length of franchise for, p3482n.

pipes as additional servitude, 1709.

agreement by municipality not to compete, 1787.

rules of company, 1711-1716.

reasonableness, 1712-1715, and see "Meters."

duty of company to furnish pure water, 1694.

waiver of impurity of water, p3682n.

liability for loss by fire where supply insufficient, 1699.

requiring change of location of pipes, p3536n.

requiring free supply to charities, etc., 1677.

requiring filtering plant, p3535n.

license tax on pipes, 1684.

power to condemn, 1494.

power to condemn for water supply, 1492.

liability of municipality to pay for supply of, 1722.

implied contract to pay for water taken from well, p2754n.

liability for connections with street mains, 1696.

right to lay pipes after street paved, 1845.

discriminations by, 1697.

requiring consumer to pay for water meter, 1678, p1606n, and see "Meters."

duty of company to supply, 1689.

cutting off for failure to pay, 1690-1693.

injunction to prevent cutting off supply, 1774, 1767.

mandamus against, 1766.

to compel supply, p3782n.

complaint, for failure to supply, 1052.

property as taxable, 2393.

taxing waterworks to support municipal competitor, p4997n.

power to levy tax to pay for, 2363, p4954n.

as plaintiff in taxpayer's suit, pp5337, 5338n.

Rates of water companies.

general rules, see "Rates of Public Service Companies."

contract not to lower rates, 1738.

contract for exemption from rate regulation, 1738.

requiring free for certain purposes as confiscatory, p3727n.

whether provision in contract fixes rates, 1739.

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

WATER SUPPLY AND WATERWORKS—Continued.

power of city to regulate, pp3705, 3709, 3713n.
 reasonableness and regulation of rates of, 1725-1762.
 meter rates, 1727.
 minimum charges, 1728.
 rent for meters, 1729, 1730.
 certainty of rates, 1781.
 construction of rates, 1732.
 matters considered in regulating rates, p3740n.
 present value of property as fixing rates, 1750.
 value of franchise, what is, pp3748, 3749n.
 cost of reproduction, p3744n.
 cost of next available system, pp3745, 3746n.
 franchise as item of value, p3747n.
 value as "going concern, p3752n.
 good will as item of value, p3755n.
 value of property not used, regulations of rates, pp3757-3760n.
 depreciation in value, regulation of rates, p3756n.
 what rate of income deemed reasonable, pp3766, 3767n.
 fixing maximum rate as creating debt, p4701n.
 creating debt, p4701n.
 enjoining unreasonable rates, p5359n.
 power to charge for sprinkling connections, 3688n.
 Municipal ownership of.
 general rules as to, see "Municipal Ownership."

WEAPONS—

ordinance forbidding carrying, 746, 887, 973.
 under general welfare clause, 895.
 prohibiting firing of, p2161n.
 dealers in, license, 1028.
 firing of, evidence, 1073.
 sufficiency of complaint for carrying concealed, p2349n.
 carrying concealed, right to jury trial, 1060.

WEEDS—

regulation of cutting of, and preventing growth of, 919.
 prohibiting as a taking of property, 1470.
 cutting of, liability of city for negligence, 2630.

WEIGHING—

how influenced by usage and custom, 369.

WEIGHING SCALES—

in street, 1367, 925.
 revoking permit, 1319.
 maintenance by municipality, 970.
 driving on as negligence, 2838.

WEIGHTS AND MEASURES—

regulation of and requiring articles to be sold by, 970, 737, pp2155-2159n.
 public scales may be established, 970.
 reasonable charge for weighing and measuring, 970, pp2156, 2157n.
 private weighing authorized, 970, p2158n.
 official sealer, appointment and duties of, p2157n.
 requiring certificates to consumers, p2158n.
 regulating weight of bread, 970, p2159n.
 requiring weighing of articles sold, 817.
 licenses, 1028.
 violations, p2392n.

WELFARE CLAUSE, see "General Welfare Clause."

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2855.)

WELLS—

- in street, 1345.
- forbidding and abolishing as nuisances, 917.
- failure to repair, 2681.
- dedication of, 1544.

WHARVES AND LANDING PLACES—

- wharf defined, 397.
- not highways, p2783n.
- as part of street, p2965n.
- legislative control of, 174, 222, 234, p507n.
- department of, 442.
- nature of, and power to construct and control, 397.
 - establishing and maintaining, as municipal function, 322.
 - legislature may control establishment of, 234.
- power to build, 397, 1314, 1816, pp3983, 4595, 2837n.
- right to build over street, 1351.
- power to purchase land for, 1115, p2474.
- right to purchase land outside city limits for, p2462n.
- power to condemn for, 1493.
- dedication for, 1543.
- dedication of city land for, p2525n.
- power of city to lease for, 1113.
- built over street, as abandonment of street, p2981n.
- regulating erection of buildings thereon, 742.
- municipal jurisdiction over, p1908n.
- implied power to condemn, 1460.
- taxes on, 1162.
- municipal liability for torts, 2677.
 - municipal liability for failure to repair, p5404n.
- powers relating to, cannot be delegated, 382.
- municipal power to abdicate control of, 400.
 - lease of, 400, 1145, 1526, p2513n.
 - letting to highest bidder, 1147.
 - dedication of, p3253n.
- power to charge and collect wharfage, 402-406, p4573n.
- nature of wharfage, 403.
- batture, 401.
- wharfage charge as interference with interstate commerce, 404.
- wharfage distinguished from tonnage, 405.
- rights of riparian owner, pp885, 897n.
- power to permit railroad to use, p3389n.
- permitting grain elevator on, 1145.
- power to require cleaning of, p1928n.
- revoking permit for, 1319.
- ordinance protecting private, p2172n.
- operation of ordinance at, 659.

WHAT LAW GOVERNS—

- amount of taxes, p4983n.
- condemnation proceedings, 1529.
- damages for change of grade, p4223n.
- municipal bonds, 2306.
 - validity of bonds, p4799n.
- power to incur indebtedness, p4587n.
- public improvements, 1823.
- public improvement contracts, p4104n.
- special assessments, p4420n.

WHISTLE, see "Steam Whistle."

(References are to sections, except as otherwise indicated. Vol. 1, §§ 1-410; Vol. 2, §§ 411-888; Vol. 3, §§ 889-1420; Vol. 4, §§ 1421-2016; Vol. 5, §§ 2017-2603; Vol. 6, §§ 2604-2856.)

WHORE HOUSES, see "Bawdy Houses."

WIDOWS (see also "Community Property")—
of firemen or policemen, right to pension, 2422.

WIDTH—
of street required to be kept safe, 2742.

WILFUL ACT (see also "Malice")—
as proximate cause, 2849.
as ultra vires, 2639.

WILLS—
creation of trust with municipality as trustee, 1128 *et seq.*, and see
"Trusts."
as creating dedication, p3196n.
power of city to take by devise or bequest, 1118, p2480n.

WINDOW, see "Bay Windows."

WINDOW SCREEN—
falling of on sidewalk as actionable, p5669n.

WIRES (see also "Electric Lights;" "Street Railroads;" "Telegraph and
Telephones")—
police regulations, 1680, 928, p2014n.
requiring under ground, 1681.
across street, pp2890, 2891n.
as nuisance, p1994, 1997n.
on or across street, injury from, city as liable, 2780, 2781, 2775, 2785,
pp5669, 5712n.
across or around grass plat, city as liable where person runs into, 2768,
p5711n.
picking up as negligence, 2838.
running into as contributory negligence, p5747n.

WITHDRAWAL—
of bid for contract, 1222.
of consents to street franchise, 1640.
of consent to public improvement, 1858.
of protests against improvements, 1861.
of signatures consenting to bond issue, 2300.

WITNESSES—
rules governing, proceedings to enforce ordinances, 1072.

WOMEN (see also "Married Women;" "Widows")—
discriminating as to, in employment, 749.
forbidding presence of, where liquor is sold, 749, p2121n.
forbidding employment of, in certain places, 749.
contributory negligence of, 2837.
eligibility of to hold office, 443.
regulating hours of labor of, 981.
requiring removal of hats, 976.

WOODEN BUILDINGS (see also "Buildings")—
laws as to construction and repair of, 948, p2067n.
who liable, landlord or tenant, 819.

WORDS AND PHRASES—
construction of, in ordinances, 815.
transposing words, p1742n.
interpretation of, in municipal charters, 344.
"absent" as applied to presiding officer, p1286n.
absolute duty, p5601n.
"abutting," 2056.
"acquire," 2279.
"actual value," 2236.

WORDS AND PHRASES—Continued.

"adjacent," 2060.
"adjoining," 2060.
"alter," pp2984, 4323n.
"any," p3029n.
"any other public purpose," 1460.
"approval" meaning of as applied to action of mayor, 589.
"approximate property," 2053.
"blind tiger," p2118n.
"block," p2143n.
"building," 2029.
"business," p3553n.
"city of Chicago standard," pp4064, 4073n.
"city purpose," pp2464, 2465n.
"claims," 2465.
"common," 1558.
"constructed," p4352n.
"contiguous," 2059.
"convertible coupon bonds," 2267.
"corporate authorities," 2070, 2283, p3443n.
"corporation," p5389n.
"damaged," 1477.
"date of issue," p4543n.
"debt," 2215.
"demands," 2465.
"difficulty," p4142n.
"domestic uses," p3575n.
"education," 2362.
"electors," p4668n.
erect, p4850n.
"erection," 2198.
"establishing," 2279.
"extraordinary," p5540n.
"fair value," p3738n.
"family uses," p3575n.
"floating debt," p4826n.
"fronting," 2058.
"funded debts," 2164.
"game," 1078, 2391.
"general revenue purposes," p4935n.
"going at large," as applied to dogs, p1753n.
"going concern," 1756.
"grade," pp4141, 4142, 4237n.
"grove," p3235n.
"house," p2113n.
"illegal official acts," 2577.
"improvement," p3889n.
"indebtedness," 2215.
"injured," p5467n.
"injury to," 1477.
"inhabitants," as applicable to one only, p1743n.
"interested," p2717n.
"keeping open," p2892n.
"land," p3126n.
"last preceding assessed valuation," p4739n.
"levy," 2080.
"local authorities," p3443n.
"lowest and best" bidder, 1228.
"lowest bidder," 1228.

WORDS AND PHRASES—Continued.

"lowest responsible" bidder, 1228.
"maintenance," p4262n.
"mandatory expenses," p4704n.
may see "May."
"minimum charges," 1728.
"more necessary public use," p3134n.
"municipal," p2210n.
"must," see "May;" "Must."
"necessary expenses," p4652n.
"net income," p3454n.
"noise," p2161n.
"of like tenor," p4845n.
"ordinary and necessary expenses," p4635n.
"other property," p5595n.
"over and through," 1652.
"owner," p3998n.
"owner or driver of vehicle," p2392n.
"pavement," p4853n.
"paving," p4353, 3889n.
"peddler," p2261n.
"permit" horses, etc., to run at large, 818.
person, 2618, pp5161, 5225n.
"place of public resort," p1743n.
"plans," 1872.
"police justice" means "police magistrate," p1743n.
"privileges," 1614.
"public corporate uses," 1460.
"public grounds," p3328n.
"public landing," p3232n.
"public places," p2671n.
"public service," p5015n.
"public square," p3209n.
"public taxes," p4944n.
"public use," p2460n.
"public utilities," 1618.
"purchase," 2193.
"pure and wholesome water," p3678n.
"raise," 2160.
"refuse" as including "ashes," p1959n.
"regulate," 1625.
"repair," pp3889, 5596n.
"special purpose," p4705n.
"specifications," 1872.
"stock," p5014n.
"street improvement," p4817n.
"street work," 1187.
"take in fee," p3168n.
"taking," 1469.
"title in fee," p3170n.
"towns," p5103n.
"unforeseen emergency," p4629n.
"variety show," p2112n.
"vicinity," p3405n.
"village purpose," p4592n.
"wanton or obscene language," p2392n.
"waste of or injury to," 2677.

WORK (see also "Eight Hour Day; Eight Hour Law;" "Hours")—
requiring citizens to work on streets, 727.
as punishment for violation of ordinance, 716, p1557n.
contracts for beyond term of municipal officer, 1254.

WORKHOUSE—
what is and control of, 2463.
acquiring lands for beyond corporate limits, 897.
charter power necessary to authorize ordinance establishing, p1901n.
municipal liability for torts, 2642, 2431.

WRITING—
necessity that contracts be in, 1179, 1181.
public improvement contracts, 1906.
necessity for, complaint for violating ordinance, 1045.
ordinances must be in, 677.
approval of ordinance to be in, 691, 589.

WRITS, see "Certiorari;" "Prohibition;" "Mandamus," etc.

WRIT OF ERROR—
to review conviction for violating ordinance, 1097.

WRITTEN INSTRUMENTS—
warrants as, 2241.

Y.

YARDS—
railroad, condemnation of, p3141n.
railroad, special assessment of, 2051.

YEAS AND NAYS—
taking of, in council proceedings, 609.
reasons for requiring taking of, 609.
sufficiency of record of taking, 620.
amendment of record to show taking of, 623, 626.
effect of failure to take, p5478n.
in incurring debts, 2172.
on passing street franchise, 1633.
approval of claims, p5136n.
calling on opening bids, 1235.
necessity for calling, in making contract, p2610n.
necessity for, improvement ordinance, 1882.

Z.

ZOOLOGICAL SOCIETY—
liability for torts, p5382n.

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